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CITY OF ORINDA GENERAL PLAN

1987 - 2007

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UNIVERSITY OF CALIFORNIA

ADOPTED MAY 20, 1987



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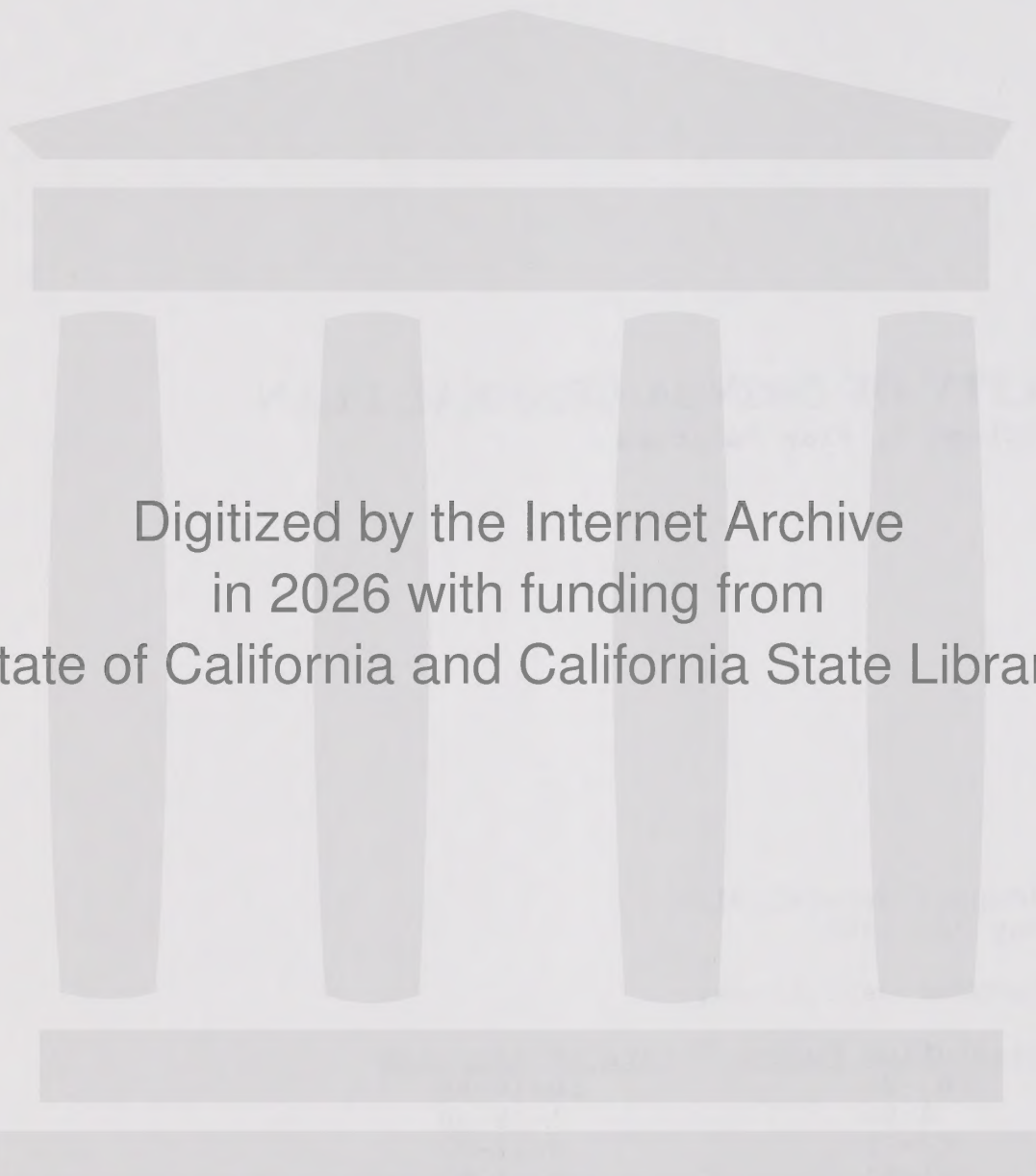
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Adopted General Plan

May 20, 1987

Amended as follows:

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CITY OF ORINDA

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1.0 BACKGROUND

The community of Orinda incorporated on July 1, 1985, after 100 years of gradual development. One of the primary reasons cited by many Orindans for supporting incorporation was the desire for local decision making. Land use planning and development application review by local citizens was thought to be of primary importance. This feeling stemmed from a widely accepted desire to preserve the quality of the natural and man-made living environment that has evolved in Orinda. The timing of incorporation was crucial due to the extreme regional pressure for more intensive development and redevelopment of the area.

The City of Orinda's first general plan, therefore, serves as more than a planning document but also as an embodiment of many of the community's values and goals. The General Plan is also considered to be the consensus "blueprint" for the future development of the community.

1.1 DEVELOPMENT HISTORY OF ORINDA

In the 1920's Orinda was a rural community as a natural product of its topography and inaccessibility. The fog barrier created by the Berkeley Hills made it an attractive summer destination. With completion of the Broadway Low Level (Caldecott) Tunnel in 1937, Orinda became the most accessible "country" environment in the East Bay. Between 1940 and 1970, more than 60 percent of Orinda's 6,300 homes were built, some in tracts, but many as custom homes on hillside lots with minimal grading. Most of residential Orinda is comfortably mature, with trees dominating roads and buildings.

Today, Orinda (excluding the Gateway Valley) has room for only 10 to 15 percent more homes and about two-thirds of these are already approved or are expected to be built on existing lots. The sites remaining are among the most difficult to develop in harmony with the existing community. Gateway Valley at the west edge of the City south of State Route 24 will be preserved in perpetuity primarily for open space uses in accordance with the policies contained herein.

Highway 24 and BART divide the downtown, leaving the Village on the north and the Crossroads on the south. With a stable population, retail floor area has remained constant during the last 15 years, but Orinda's prestige and convenience as an office location has brought a doubling of office space. Now, little land remains for additional development.

Defining and maintaining downtown's "village character" has been a major issue. Oversize buildings, parking shortages, lack of

trees, and possible loss of the landmark Orinda Theatre are specific concerns.

Residential growth in Contra Costa County, particularly in Moraga, has brought peak-hour congestion to Highway 24 and Moraga Way. BART removes freeway trips, but not Moraga Way/Camino Pablo trips, and overflow parking is a problem.

Orinda's previous General Plan was adopted by the Contra Costa County Board of Supervisors in 1973. Desire for full local control over development decisions was a leading issue in the successful 1985 election to incorporate Orinda. This Orinda General Plan is the first comprehensive statement of the community's aspirations for its future physical development.

1.2 NATURE OF THE GENERAL PLAN

The General Plan provides a policy framework for development decisions. It has three functions:

1. To document agreement between the Orinda Planning Commission and the Orinda City Council concerning long-range development policies;
2. To provide a basis for judging whether specific private development proposals and public projects are in harmony with the policies; and
3. To allow other public agencies and private developers to design projects that are consistent with City policies.

The Plan must be:

Long-range: However imperfect our vision of the future is, almost any development decision has effects lasting more than 20 years. The General Plan planning period is 1987 to 2007. In order to create a useful context for development decisions, the Plan must look at least that far ahead.

Comprehensive: The Plan must coordinate all major components of the community's physical development. The relationship between land-use intensity and traffic is the most obvious example.

General: Because it is long-range and comprehensive, the Plan must be general. The Plan's purpose is to serve as a framework for public and private development.

Since the Plan is general in nature, the public infrastructure improvements and guiding and implementing policies will require extensive policy, planning, engineering, environmental, traffic,

geotechnical and economic analysis before consideration may be given as to whether a policy, ordinance, capital project or other implementing task may be feasible. Financial resources will be required to be identified before the public infrastructure and other guiding and implementing tasks may be determined to be feasible. These resources will consist primarily of developer construction, developer fees, federal, state or local funding programs, and voter approved taxes or assessments. To a minimal extent, City monies may be available for this purpose. This plan shall not be construed to require the City to study, plan or construct a public infrastructure or improvement. Such action shall be dependent upon the future analysis to be conducted on each project contained in the plan. This plan shall not be construed to create any obligation or liability on the part of the City.

The Plan policies (maps and text) can be amended as often as four times each year (Gov. Code Sec. 65358 [b]) and should be revised at least every five years. Since they were recommended by the Planning Commission and adopted by the City Council, the text and Plan maps in the Plan Policies Report constitute a guide for the day-to-day physical development decisions that shape the social, economic, and environmental character of the City and its Planning Area.

1.3 CITY BOUNDARY AND PLANNING AREA

State of California Planning, Zoning, and Development Laws (1985) (Gov. Code Section 65300) direct each jurisdiction to include "any land outside its boundaries which, in the planning agency's judgment, bears relation to its planning." Consequently, the Orinda Planning Area as determined by the Planning Commission and City Council includes the Siesta Valley and other public and privately held lands west of the City which are currently in open space. In addition to the City (12.8 square miles), the Planning Area includes 2.9 square miles of unincorporated area.

1.4 PUBLIC PARTICIPATION

Community desire for direct involvement in planning decisions was a primary reason for Orinda's incorporation. A strong history of public activity in community affairs continued through the General Plan process, which was led by a 27-member volunteer General Plan Committee appointed by the City Council. Significant assistance was provided by liaison members from the Planning Commission, Public Works, Parks and Recreation Commission, and the Orinda Union School District, and representatives from the Orinda Association and the Orinda Chamber of Commerce.

The General Plan Committee worked as a complete body and in five subcommittees: residential development; commercial development; traffic and circulation; open space, conservation and public facilities; and Gateway Valley. In addition, there was a special study project on private roads. The subcommittees provided City staff, consultants and the full Committee with information and proposed policies on their topics. The Commercial Development Committee achieved further public participation through a survey of downtown business and property owners.

A memorandum on planning issues, *Working Paper 1: Existing Conditions, Planning Issues and Options*, and *Working Paper 2: Analysis of Alternative Sketch Plans* were available to the General Plan Committee members and general public. Throughout the process, the Plan was shaped by public meetings, starting with identification of planning issues and including a series of meetings on specific topics during which Committee members voted on Sketch Plan components to be included in the Draft General Plan.

Planning Commission and City Council study sessions, Plan adoption hearings, and the environmental review process provided opportunities for public comments on the Draft General Plan.

1.5 REPORT ORGANIZATION

The Orinda General Plan consists of the text and Plan maps in Volume I. *City of Orinda General Plan: Plan Policies*. Volume II. *City of Orinda General Plan: Technical Supplement and Environmental Impact Report (EIR)*, contains the background information on the issues that resulted in the Plan policies. Volume I is referred to as the "Plan Policies Report" and Volume II as the "Technical Supplement/EIR." State planning law calls for seven General Plan elements: Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety. The elements are grouped in three General Plan sections in Volume I as follows:

Land Use and Circulation Section

Land Use, Circulation, Open Space, Parks, Schools, and Utilities elements

Housing Section

Housing Policies; the full Housing Element is included in the Technical Supplement/EIR

Environmental Resources Management Section

Conservation, Safety, and Noise elements

2.0 LAND USE AND CIRCULATION SECTION

The three state-mandated elements included in this section, Land Use, Open Space, and Circulation, set the physical form of the community. The Plan map is the primary statement of policy, and is supported and explained by the text policies.

The Land Use Element must include "standards of population density and building intensity" so that circulation, public facilities and services needs can be determined. Parks, Schools and Utilities (not mandatory element topics) are combined with the Open Space Element so that all large present or potential open spaces or recreational facilities can be discussed under one heading.

The Circulation Element is designed to serve the proposed land-use pattern, but in Orinda and other largely developed communities, the difficulty in adding circulation capacity is a major determinant of the intensity of land use.

The General Plan map (Figures 1 and 2) applies the policies of this section showing the detail necessary to carry out the Plan's intent. Thus, specific boundaries are designated for downtown development, but the location of development in the Gateway Valley is indicated conceptually.

2.1 LAND USE ELEMENT

Orinda is a nearly built-out residential community with large undeveloped watershed lands north and west of the City, a compact downtown on both sides of Highway 24, and some development potential in the Gateway Valley. The Gateway Valley consists of two major parcels totaling about 1,000 acres, with development which retains a substantial portion of the valley in open space. Thus, specific boundaries are designated for downtown development and for the Gateway Valley in accordance with the policies contained herein and as shown on the General Plan Map.

The phrase which best describes existing residential development and development envisioned by the Plan is "semi-rural character," which is defined as consisting of the following characteristics:

- Major visible undeveloped ridgelines and hillsides;
- Most houses small in relation to their lots;

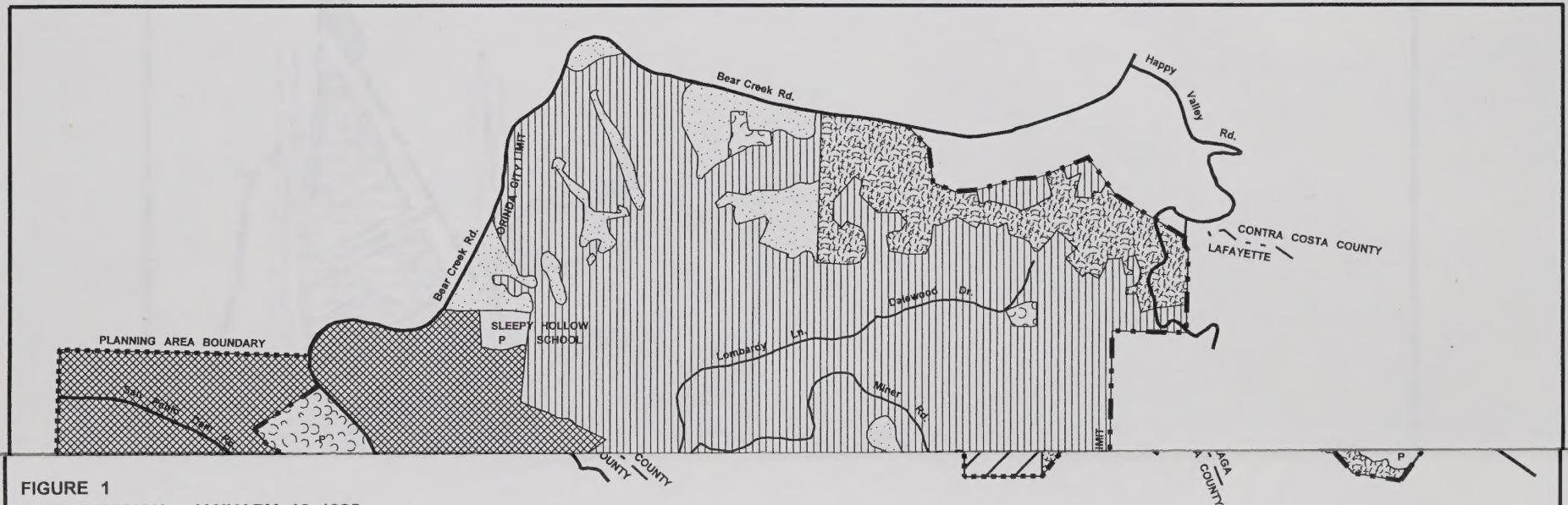


FIGURE 1
LAST REVISION : JANUARY 10, 1995

GENERAL PLAN

-  RESIDENTIAL: SINGLE FAMILY
VERY LOW DENSITY
(5-10 acres per unit)
-  RESIDENTIAL: SINGLE FAMILY
LOW DENSITY
(1-2 units per acre)
-  RESIDENTIAL: MULTI-FAMILY
(6-10 units per acre)

-  PUBLIC AND SEMIPUBLIC
(P denotes public use)
-  PARKS AND RECREATION
(P denotes public use)
-  UTILITY
(P denotes Public use)
-  OPEN SPACE: Preservation of
Natural Resources, Managed
Production of Resources,
Public Health and Safety

-  ARTERIAL STREETS
-  COLLECTOR STREETS
-  (Proposed)
-  DOWNTOWN SEE INSET
-  GATEWAY VALLEY PLANNING AREA

0 1200 2400 feet 1 mile

CITY OF ORINDA GENERAL PLAN 1987-2007



FIGURE 1
LAST REVISION : JANUARY 10, 1995

GENERAL PLAN

- RESIDENTIAL: SINGLE FAMILY VERY LOW DENSITY (5-10 acres per unit)
- RESIDENTIAL: SINGLE FAMILY LOW DENSITY (1-2 units per acre)
- RESIDENTIAL: MULTI-FAMILY (6-10 units per acre)

- PUBLIC AND SEMIPUBLIC (P denotes public use)
- PARKS AND RECREATION (P denotes public use)
- UTILITY (P denotes Public use)
- OPEN SPACE: Preservation of Natural Resources, Managed Production of Resources, Public Health and Safety

- ARTERIAL STREETS
- COLLECTOR STREETS
- (Proposed)
- DOWNTOWN SEE INSET
- GATEWAY VALLEY PLANNING AREA

0 1200 2400 feet 1 mile

CITY OF ORINDA GENERAL PLAN 1987-2007

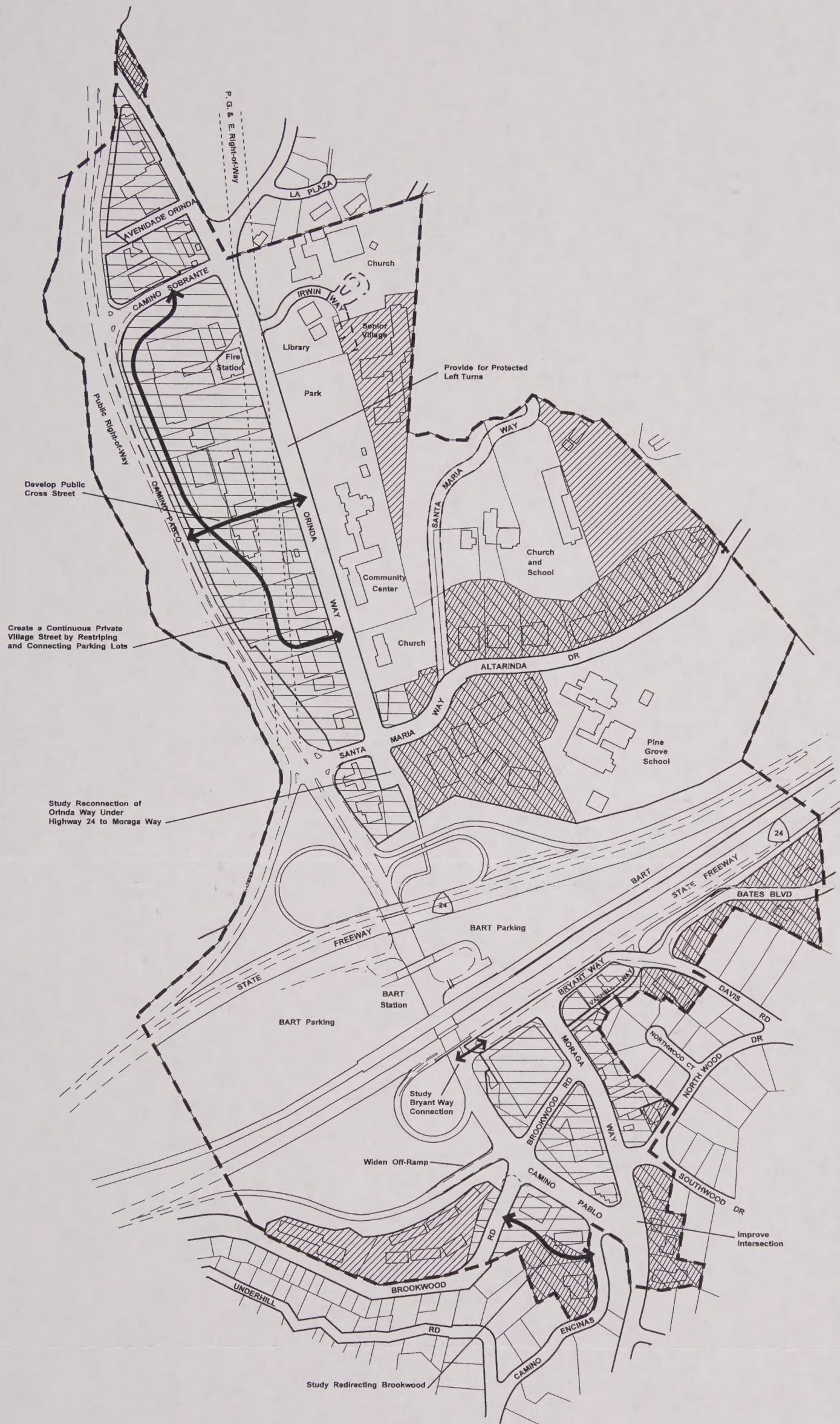
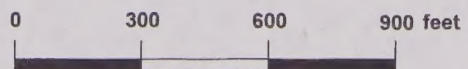
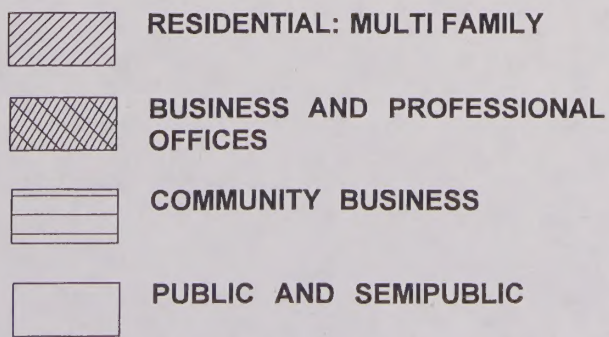


FIGURE 2

DOWNTOWN INSET



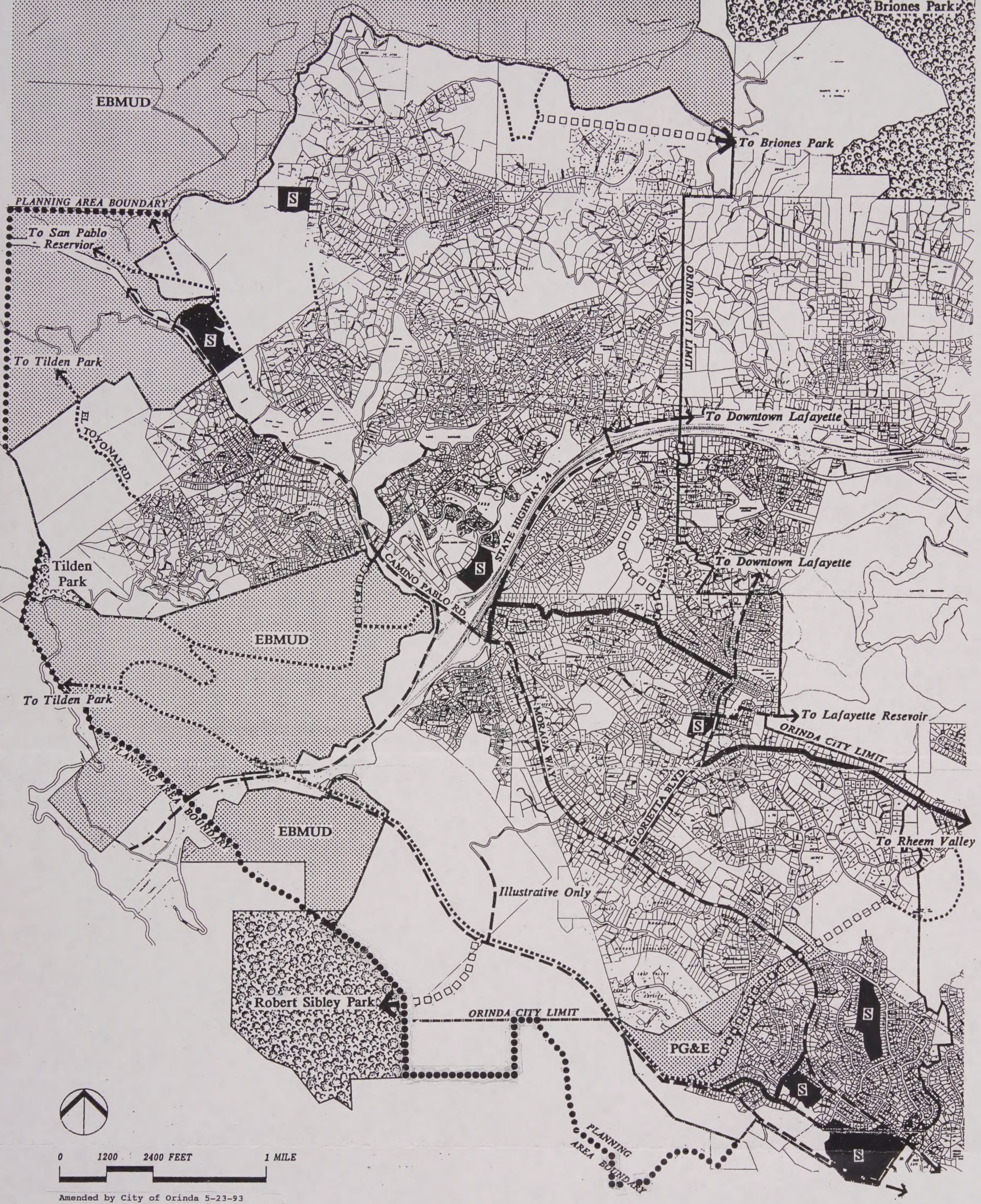


Figure 3: EXISTING AND PROPOSED TRAILS

---	PATH	□□□□	TRAIL CORRIDOR
.....	TRAIL	■ S ■	SCHOOL
	BICYCLE LANE	▨	UTILITY (EBMUD, PG&E)
((()))	BICYCLE ROUTE	▩	EAST BAY REGIONAL PARK DISTRICT

- Heavy tree cover and other vegetation dominating most lots;
- Limited grading and disturbance of existing land contours;
- Undisturbed creeks and creek beds;
- Diversity of hours placement;
- Visible vacant land within and adjacent to residential areas;
- Winding streets with limited traffic;
- Few sidewalks and street lights;
- Protected open space to the north and west of the city.

For consistency with the scale and nature of Orinda, the retail and office districts should have characteristics that can be described as "village character." This can be defined as a commercial area of relatively low density with a predominance of small-scale, low-lying buildings of varying architectural styles (generally not exceeding two stories) fronting on streets or landscaped, plaza-like spaces.

LAND USE CLASSIFICATIONS

Residential -- Very Low-Density, Single-Family (5 to 10 acres per unit): Sites five acres or larger, or clustered units at a similar low average density are appropriate in several areas that are adjacent to EBMUD watershed or East Bay Regional Park District (EBRPD) land, or have limited road access. Septic tanks could be considered where sewers are not available and soil and drainage conditions are appropriate.

The Large-Lot Residential designation and the Environmental Preservation areas on the North Orinda Specific Plan are consistent with the Very Low-Density category.

Residential -- Low-Density, Single-Family (1 to 2 units per acre): This density predominates in Orinda. The Plan requires future subdivisions to meet the Low-Density standard. Development on steep sites will be at lower density as determined by slope-density regulations.

Residential -- Multi-Family (6 to 10 units per acre): This includes attached condominium and apartment housing units. Housing limited to senior occupancy at a base density exceeding 10 units per acre is consistent with the Plan if the impacts do not significantly exceed those common to nonrestricted occupancy units within the prescribed density range.

Downtown -- Business and Professional Offices: Types of offices to be permitted at specific zones are to be determined by ordinance.

Downtown -- Community Business: This includes retail stores and services needed frequently by residents, a very limited amount of personal service offices, and small specialty retail stores. Retail services are defined as businesses primarily serving the local needs. Types of establishments to be permitted are to be determined by ordinance.

Public and Semipublic: This category designates uses other than parks owned by a public agency or semipublic institution that are of

sufficient size to warrant differentiation from adjoining uses. These are labeled on the Plan map. Examples are public and private schools.

Parks and Recreation: This includes existing and proposed public parkland, and private recreation facilities of sufficient size to warrant differentiation from adjoining uses.

Open Space: This includes existing and proposed open space that is to be used for preservation of natural resources, managed production of resources (e.g., grazing land), and public health and safety. Within subdivisions, designated permanent open space that is of sufficient size to warrant differentiation from adjoining uses is mapped.

Utility: EBMUD and PG&E facilities and lands are mapped where they are of sufficient size to warrant differentiation from adjoining uses. In addition to primary utility purposes, watershed, open space, and public recreational uses are appropriate to this designation. Cultural uses are also appropriate, but only in areas specifically designated as "P" on the General Plan map.

2.1.1 Land Use: Guiding Policies

- A. *Maintain the semi-rural character of Orinda.*
- B. *Maintain the dominance of wooded and open ridges and hillsides.*
- C. *In downtown Orinda new commercial development shall be limited to providing goods and services for local use and other small specialty retail stores.*
- D. *In downtown Orinda, new office development shall be limited to offices generally supporting local residents and businesses.*

- E. Places of religious assembly and preschools are appropriately located in residential areas if served by arterial or collector roads, subject to review of impacts.
- F. Child-care facilities are appropriately located in residential areas if sufficient space is available for outdoor activity, and traffic, parking and noise are controlled.
- G. Development density in northwest Orinda areas between developed sections and open space may be specifically limited due to traffic considerations, sensitivity of the watershed, and the desire for transition densities.

2.1.2 Land Use: Implementing Policies

- A. Revise zoning regulations and map to be consistent with General Plan policies.
- B. Very Low-Density: Require sites of five or more acres or clustered units with an average density of five or more acres per unit for sites on sensitive reservoir watershed or at a transition between residential and open space.
- C. Low-Density: Maintain regulations that permit one to two single-family dwelling units per net acre on flat land and require progressively lower density as slope increases consistent with the previously existing slope density formula. Exceptions are areas designated for multi-family housing on the Plan map.
- D. Subdivision Approval Process: To attain the best design on the remaining difficult subdivision sites suitable for five or more housing units, the City may require the proposal to be a planned unit development that does not increase the number of units. However, the inclusion of senior units at a greater density may be considered subject to environmental review. This may require clustering of attached or detached units and preservation of prominent site features such as open hillsides and woodlands. Clustering proposals are subject to the same semi-rural standards as other development. The number of attached houses in a cluster shall not exceed four.
- E. Residential Area Design and House siting: Consider ordinances to maintain semi-rural character with respect to the following:
 - Regulating the relationship of house size in relation to lot size to maintain low-density character;
 - Removal of natural vegetation;

- Disturbance of existing groundforms;
- Disturbance of creek corridors;
- Street design to avoid wide, straight streets;
- House placement in relation to ridgelines to avoid or minimize visibility around designated ridges and scenic hillsides through the adoption of an appropriate hillside and ridgeline ordinance giving due consideration to such ordinances from adjoining cities;
- Height of new houses and additions;
- Solar orientation of new houses.

- F. The North Orinda Specific Plan adopted in 1978 by the Orinda Area Planning Commission shall remain in force. Any amendment to the North Orinda Specific Plan shall be consistent with the General Plan.
- G. Develop residential subdivision design guidelines for future developments.
- H. No major subdivision in the El Toyonal area shall be developed prior to the completion of an extension of El Toyonal Road to Camino Pablo or Wildcat Canyon Road. The connection to Camino Pablo is preferred. If the Camino Pablo connection is provided, then land in the El Toyonal area located east of El Toyonal Road, contained in or surrounded by the Sullivan and Johnson Ranches and designated "Low Density" residential, may not be zoned or developed more intensively than 1 unit per acre.

If the extension of El Toyonal Road to Camino Pablo cannot be developed, then the permitted housing density in the area defined above, located east of El Toyonal Road shall be further limited. The extent of such limitation shall be based upon the degree of traffic mitigation on El Toyonal Road.

If no route other than the existing El Toyonal Road alignment to Wildcat Canyon Road can be provided, then the areas defined above, located east of El Toyonal Road shall be re-designated "Very Low Density" residential with a density range of 5 - 10 acres/unit.

The density in the El Toyonal area may be further limited by the City slope density ordinance.

Land in the El Toyonal area located west of El Toyonal Road and designated "Very Low Density" residential may not be zoned or developed more intensively than 10 acres/unit.

- I. Consideration should be given to the adoption of a density transfer ordinance.

- J. Prior to development plan or tentative subdivision map application submittal for the 43-acre Southwood Valley parcel, an environmental constraints study shall be completed by the City at the expense of the owner and upon request of the owner. The study shall address the developmental potential of the valley based upon a thorough analysis of soil and geologic conditions, on and off site storm drainage, traffic, vehicular access to the site, natural systems (including creeks, wildlife habitat, trees, and other vegetation, etc.), and other appropriate environmental constraints. Depending upon the results of the study, the maximum permitted housing density for the ten (10) acre low density area may be adjusted downward from twenty (20) lots. The thirty-three (33) acres designated as open space for the site on Figure 1 does not carry any residential density and shall not be developed with buildings. Prior to any future subdivision of the forty-three (43) acre parcel, an environmental impact report shall be completed by the City at the expense of the owner and upon request of the owner.

DOWNTOWN

The downtown area of Orinda is divided into four distinct areas: 1) Multi-Family Residential, 2) Community Business which is predominantly retail, 3) Business and Professional Offices and 4) Public and Semi-Public areas (see Figure 2).

The Community Business area should be predominantly retail. There is concern that vacant retail space has frequently been converted to office use. Although a limited amount of offices that meet the needs of local residents and businesses are acceptable, they should not displace retail stores and service space.

The Community Business area includes the block bounded by Moraga Way, Bryant Way, Camino Pablo and Brookwood Road, where the Crossroads Project is located. In return for the developer's restoration of the Orinda Theatre, a building of historic significance to the community, this project, which was approved prior to the adoption of this General Plan and is thus not subject to its constraints, will include more office space and a greater floor area ratio than would ordinarily be allowed in the Community Business area. It is also recognized that this project does not conform to the height limit and to the land use constraints contained in this Plan applicable to the rest of the Community Business area. The General Plan prohibits similar non-conforming uses in other locations in the Community Business area.

Business and Professional Office areas should also conform to the "village character" of the entire downtown area, and should provide office suites suitable for office uses supporting local community residents and businesses, rather than regional offices.

Both large retail commercial uses intended to serve regional markets and large office complexes serving regional or statewide needs are discouraged in the Community Business area. Such uses would seriously alter the character of the downtown area and create unmanageable problems for an area already beset with severe parking and circulation problems.

With a stable trade area population and limited space to grow (without adding large buildings that intrude on residential areas) both the Village and the Crossroads must rely on more efficient traffic circulation and parking as well as design improvements to attract increased business and a variety of retail shops.

2.1.3 Downtown: Guiding Policies

- A. Enhance the "village character" of downtown. Large, highly visible parking lots characteristic of strip shopping centers are inconsistent with village character.
- B. Favor retail services needed frequently by residents by limiting the amount of office space in predominantly retail areas. Office space in retail areas should serve Lamorinda uses and generally not exceed retail space on any one lot.
- C. Limit development at the Orinda BART station to ground level and underground parking. Encourage BART to develop additional ground level parking on off-site properties.
- D. Maintain current boundaries between commercial and residential areas as indicated on the Downtown Inset General Plan map. The Plan does not envision any expansion of the land area designated for commercial or office use.
- E. Make downtown shopping more attractive by diverting through traffic off local streets in the business district, providing more convenient circulation for shopping traffic, managing the parking supply more efficiently, creating safe and pleasant pedestrian routes, and developing and maintaining sufficient landscaping.
- F. Businesses that generate heavy traffic such as financial institutions should front arterial streets. Small buildings should buffer adjoining residential areas.

- G. Develop a parking time limitation ordinance which encourages retail and commercial customers to use the Downtown areas.
- H. Site proximity to the BART terminal should not be used to justify a reduction in the standard requirement(s) for on-site parking, unless a Transportation System Management contract is made with the City.

2.1.4 Downtown: Implementing Policies

- A. Enhance architectural compatibility in each sector of downtown by establishing design districts that provide guidelines and a review process for site layouts, architectural design, alterations, landscaping, and signs. Sloping roofs are encouraged on new buildings in districts where such features are common.
- B. Require planting and maintenance of trees and other plant material throughout downtown, according to a comprehensive landscape plan.
- C. Enact regulations that will ensure small-scale low-lying buildings by limiting height to 35 feet (generally not more than two stories) and total floor area to a limited percent of lot area.
- D. Enact regulations that will ensure retail or specified service occupancy of space within the retail shopping area now occupied by those uses, by all new ground-floor space, and by all office uses which convert to retail.
- E. Enact regulations that will ensure that the central business area will be predominantly retail and which permit only a limited amount of offices that favor local use needs.
- F. Develop a beautification plan for downtown to enhance the visual quality of the streetscape and creek area, including guidelines for public improvements such as landscaping, tree grate design, outdoor lighting, tree planting, and street furniture.
- G. Public parking structures are a permitted land use in the downtown provided that they are adequately screened from public view.
- H. Regulate on-street parking to maintain space availability for shoppers, and continue to study means of adding to the parking supply.

- I. Study possible extension of Orinda Way under Highway 24 to link with Moraga Way for the purpose of reconnecting local vehicular and pedestrian traffic between Crossroads and Village areas.

Village Area Development

- J. In cooperation with the merchants and property owners, develop a plan for Orinda Way that will consolidate driveways, include a landscaped street median if feasible, and enrich the street's landscape character.
- K. Encourage property owners to make more intensive use of the San Pablo Creek sides of their buildings by designating a "private street" with public access parallel to the creek that would provide an alternative connection for shoppers who must now turn on and off Orinda Way and/or enhance and preserve San Pablo Creek with landscaping, pathways and other pedestrian amenities, consistent with its primary purpose as flood control.
- L. Seek to obtain right-of-way and provide a public cross street connecting Orinda Way and Camino Pablo between Black's and Vintage House.

Crossroads Area Development

- M. Study traffic improvement projects indicated on the Downtown Inset General Plan map as priority study items.
- N. Improve the intersection of Camino Pablo and Moraga Way.
- O. Develop a master plan for traffic circulation in the Crossroads area.
- P. Pursue formation of a parking assessment district.

GATEWAY VALLEY

This narrow valley, separated from the developed community by 300 foot-high hills, is Orinda's last major undeveloped area. The Gateway Interchange on Highway 24 was built when Caltrans proposed a freeway extending south to connect with an east-west freeway in Moraga. Both routes have been deleted from the State's plan, but some state-owned right-of-way remains adjoining South Orinda.

2.1.5 Gateway Valley: Guiding Policies

- A. The General Plan provides only a broad outline of Orinda's aspirations for the Gateway Valley. The use designations indicate the types of uses that are desired, but available information on site conditions allows only a range of density and intensity to be stated.
- B. Development shall occur only if it meets the following conditions:
1. Development shall meet high quality standards and be consistent with the semi-rural and village character of Orinda.
 2. Development must not impose a fiscal burden on Orinda and should yield revenues exceeding public capital and service costs.
 3. Development shall be consistent with and significantly assist in the improvement of the Gateway Boulevard interchange, as appropriate.
- C. (1) The following uses are permitted in conjunction with a Planned Development application for the Gateway Valley:
- A maximum of 225 detached single-family residential units, at a range of densities not to exceed 4 dwelling units per acre, generally located within the area identified as sub-areas "A" and "B" on the Land Use Plan, which is north of the boundary line of the ridge that has been referred to as the Zuckerman Saddle and which marks the approximate boundary of the northern 2/3 of the valley. Alternatively, multi-family residential units may be developed in the Planning Area, provided that such units qualify as "affordable", are the subject of a Planned Development and appropriate environmental review, and are located in sub-area "A" on the Land Use Plan north of the area that has been referred to as the Daly Saddle and which marks the approximate boundary of the northern 1/3 of the valley, and do not result in more than 225 residential units.
- If, pursuant to the Development Agreement with Pacific New Wave, the playfields are relocated to the East Bay Municipal Utility District Lands, the City shall process an application to construct 20 additional residential units north of the existing

transmission lines on the site of the playfields, according to the provisions and standards of the Development Agreement, and as shown on the Land Use Plan contained in the Development Agreement.

In the event that substantially all the property in the Planning Area is not developed under a single Planned Development application, area may be developed for single family residential use at a density which shall not exceed one unit per five acres.

- An 18-hole golf course which may include supporting facilities such as a golf practice range, golf learning academy, golf turnpoint facility, and golf maintenance facilities.

- A golf clubhouse, which may include supporting facilities such as tennis courts, swimming pool, dining facilities and exercise rooms, located in the vicinity of the Daly Saddle.

- Convenience commercial uses, but only to the extent that such uses primarily serving the residents of the valley.

- Improvement of the former quarry site to meet safety and aesthetic objectives with cosmetic grading and planting.

(2) In addition, the following policies shall limit development:

- Development, including significant grading, is generally prohibited on the steeper slopes and ridges. Consistent with maintaining the semi-rural character of Orinda, grading is appropriate to allow development consistent with the goals and objectives of this Plan, and to stabilize existing geotechnical problems provided that grading results in a natural character which is consistent with the character of the undeveloped portions of the Gateway Valley and the surrounding hills.

- No structural improvements, other than structures ancillary to the recreational facilities, such as a small golf turnpoint facility, may be allowed in sub-area "C" on the Land Use Plan, south of the area referred to as the Zuckerman Saddle in the approximate southern 1/3 of the Gateway Valley.

(3) The East Bay Municipal Utility District Land may be the subject of a separate development plan if and when such property is not to be used for utility purposes. At such time, uses on this property shall be limited to recreation, open space, "affordable" multi-family housing or other uses as may be approved by the City, subject to approval of a plan for the site, and appropriate environmental review.

(4) To the extent appropriate or possible, the following uses are desirable and/or may be required in any plan for development of the Gateway Valley:

- Playfields, which may include such facilities as soccer fields, baseball diamonds, tot lots, restrooms and supportive parking areas.
- Parks, such as may be located in the vicinity of the terminus of Brookside Road, which may include such facilities as a tot lot, restrooms, picnic facilities and parking area.
- School, on a portion of the Playfields site in the Daly Saddle area for approximately 300 K-5 students if necessary to accommodate additional students from Gateway Valley.
- Passive open space uses in the upslope areas such as above Brookside Road or the Quarry site, which may include such facilities as trails, picnic and view sites.
- Trails which connect Orinda and EBRPD lands for pedestrian and equestrian use.
- Bicycle paths and landscaping along public roads.
- Emergency Vehicle Access (EVA) roads connecting to areas outside the Gateway Valley to the east and south, such as to Brookside Road and Edgewood Road, as well as EVA's as necessary to ensure safe emergency vehicular access between developed areas of Gateway Valley.

D. Because of the terrain and unstable soil conditions, development will be allowed only in a small part of the total land area.

2.2 OPEN SPACE, PARKS, SCHOOLS AND UTILITIES ELEMENT

OPEN SPACE AND PARKS

State planning law calls for policies for preserving and

managing four categories of open-space lands:

- (1) Open space for the preservation of natural resources;
- (2) Open space for the managed production of resources;
- (3) Open space for outdoor recreation;
- (4) Open space for public health and safety.

Orinda's inspiring open-space setting is created by rugged topography and the adjoining EBMUD watershed and EBRPD lands. General Plan policies are intended to preserve open space within the City by regulating the location and intensity of new development. Existing public open space for outdoor recreation is far short of meeting needs or standards. The Plan recommends development of additional parks to provide both playing fields and quiet park areas.

The City's greatest recreational need is to retain existing playing fields. The next highest priority is to acquire a park in South Orinda.

2.2.1 Open Space and Parks: Guiding Policies

- A. *Support preservation of EBMUD watershed lands.*
- B. *Because of the unstable soil conditions, retain large parcels near the edges of the community as open space for parks, trails, the managed production of resources consisting primarily of livestock grazing, boarding, and equestrian-oriented residential development at Very Low-Density, and the public infrastructures required to support those uses.*
- C. *Retain steep or unstable slopes as open space.*
- D. *Retain creeks and wildlife access corridors as open space for preservation of natural resources, consistent with flood control.*
- E. *Retain existing private and public recreational open space, and acquire additional land for public park development to meet the needs of all sectors of Orinda and all age groups in the community. A minimum of five acres of land for each 1,000 city residents should be devoted to public park and recreational purposes but more may be needed.*
- F. *Use present school sites as recreation areas where feasible.*

- G. Preserve a nature study area at Wagner Ranch School.
- H. The Orinda Community Center is an important recreational, educational and public facility for this community and before any major expansion or change in use is permitted at such facility, full public hearings for land use permits shall be held with the understanding that recreation and education are the primary uses.

2.2.2 Open Space and Parks: Implementing Policies

- A. Undertake a use-based analysis of park and recreational needs taking into account the proposed sites on Table 2-8 of Volume 2. Following completion of the analysis, the various uses should be correlated with existing and potential sites and prioritized.
- B. Pursue a program of parkland acquisition based on site cost, site availability, and potential use.
- C. Seek to acquire playing fields at Pine Grove and Wagner Ranch schools if either or both sites are declared surplus by the Orinda Union School District. Consideration will be given to the transfer of playfields to other acceptable sites.
- D. Set dedication and in-lieu fees required as a condition of tentative subdivision map approval by ordinance to enable acquisition of needed parkland.
- E. Develop ordinance that includes criteria to be applied in determining compliance with open-space policies as conditions of approval of new projects.
- F. Through the use of public and private funds, acquire and develop trails, paths, and bicycle facilities for safety and recreational purposes. Figure 3 shows the location of existing and proposed routes. The various facilities shown thereon are defined as follows:
 - 1) Path - a paved strip, designed for pedestrian use, and, if feasible, bicycle use. Preferably, paths should be separated from the traveled way of a roadway, but may be adjacent to the roadway if protected by a berm or other device from vehicular traffic.
 - 2) Trail - an unpaved strip, possibly with resilient surfacing, maintained in graded and clear condition, designed for pedestrian use. In undeveloped areas, trails may also be used for equestrian purposes and in

developed areas, for uses subject to limitations established by ordinance. Trails may also be accessible to emergency fire fighting apparatus.

- 3) Bicycle Lane - a lane on a roadway adjacent to the traveled way designated by pavement markings and signs for the principal use of bicycle traffic, with emergency parking of vehicles only.
 - 4) Bicycle Route - a route designated by appropriate signing (no pavement markings) for bicycle traffic.
 - 5) Trail Corridor - a general route for a trail, the location of which shall be determined by further study.
- G. Where paths are shown along various roadways, they should provide for bicycle use if feasible. Until full development of these paths is accomplished, bicycle lanes should be implemented. Until the designation of bicycle lanes becomes feasible, these routes may be designated as bicycle routes.
- H. Hacienda Homes trails should be developed where possible.
- I. All roads in the downtown area (see Figure 2) shall have paths (sidewalks) on one or both sides.
- J. A pedestrian-only path should be provided along the creek easterly of Camino Pablo that is separated from the "private street" proposed for that area where feasible.
- K. Encourage community groups and adjacent property owners to support, study and finance the construction of paths, walks or sidewalks along Miner Road, Lombardy Lane and Sleepy Hollow Lane from Camino Pablo to Sleepy Hollow School.
- L. Establish a priority list for developing trails, and pedestrian and bicycle paths as shown on Figure 3.

SCHOOLS

2.2.3 Schools: Guiding Policies

- A. Designate existing public school sites for school use.
- B. In the event of public school site disposition and change of use, require a General Plan amendment for each site.

It is a guiding policy to maintain continuing viability of our school system and a high quality school system for the community and, therefore, due consideration shall be given to reasonable uses for school sites which accomplish such policies. Since these sites are public properties, consideration shall be given to methods and means of retaining a public interest in these properties.

UTILITIES

Electrical power and water supply utilities are major land users and have significant visual effects on the Orinda Planning Area.

2.2.4 Utilities: Guiding Policies

- A. *Work with PG&E to prepare and implement a long-term program for reducing the impact of power transmission towers and distribution poles on Orinda's landscape.*
- B. *Seek cooperation of PG&E and EBMUD in managing landholdings to maximize community benefit and visual attractiveness, consistent with utility needs.*

2.3 CIRCULATION ELEMENT

All trips (except BART) through Orinda and most trips within Orinda use the Highway 24 freeway (120,000 average daily traffic [ADT] and Camino Pablo/Moraga Way (23,000 ADT). Half the traffic on Moraga Way and 85 percent of the traffic on Camino Pablo north of Highway 24 originates outside Orinda. Two intersections are severely congested now: Camino Pablo/Brookwood (a.m. and p.m.) and Moraga Way/Glorietta (p.m.).

Narrow roads serving residential neighborhoods contribute to semi-rural character. They do not provide adequate service for significant additional residential development.

Downtown parking is inadequate in the Crossroads and barely adequate in the Village. Difficult traffic circulation within and around both areas must be improved if downtown is to achieve its potential. Downtown circulation and parking policies are identified in Sections 2.1.3 and 2.1.4.

2.3.1 Circulation: Guiding Policies

- A. *Permit new development only when adequate transportation systems and parking are provided.*

- B. Design roadways to compliment semi-rural character following natural contours, and maintaining natural topography and vegetation close to road edges, where such can be done without compromising safety.
- C. Strive to retain the existing peak hour level of service (LOS) of "C" or better at those intersections where it now prevails and improve the LOS at all other intersections.
- D. Develop plans to efficiently manage the existing inventory of parking spaces in and adjacent to the business district.
- E. Expand pedestrian and bicycle paths to provide a safe alternative to auto use, particularly to provide safe paths near schools and in other locations where they are heavily used for circulation.
- F. Make traffic control decisions to benefit local and discourage through traffic.
- G. It is the goal of the City of Orinda to preserve and retain, in the most natural condition possible, scenic vehicular entryways, routes and corridors in the community.
- H. Establish routes for through traffic which minimize impacts on Orinda residents and downtown shopping areas.
- I. Sidewalks, street lights, curbs and gutters and parking areas, when constructed in the public right-of-way, are the adjacent property owner's responsibility for construction, maintenance and replacement.

2.3.2 Circulation: Implementing Policies

- A. Consider requiring transportation management system measures that may include carpooling, vanpooling, shuttle buses or staggered work hours to reduce traffic impacts where appropriate.
- B. Establish a transportation system improvement fee to be paid as a condition of approval of all development projects based on travel and parking demand generated by the project and its location.
- C. Discourage new intersections and driveways on arterial roads where access can be provided from another street or by combining driveways.
- D. Widen the eastbound Highway 24 off-ramp at Brookwood Road to four lanes.

- E. Improve Camino Pablo as a two-lane arterial between Bear Creek and Miner Road by realigning where necessary to enhance traffic flow and safety, signaling appropriate intersections, separating vehicular and pedestrian traffic, improving intersections with left turn lanes where feasible, and by coordinating a limitation on truck use based upon load size with the County.
- F. Reconnect El Toyonal Road as an additional access to serve the upper El Toyonal area. First priority, however, consistent with Land Use Policy (2.1.2(H)) is the connection of El Toyonal along a direct route to Camino Pablo. The cooperation of property owners and the commitment of funds by Contra Costa County for this connection should be actively pursued by the City. A traffic impact fee ordinance pertaining to all new development of property served by El Toyonal or its tributaries should be enacted by the City. Funds should be used for re-establishing vehicular access to the north end of El Toyonal Road. If no major subdivisions occur, then the funds should be directed to reconnecting, improving and maintaining El Toyonal Road.
- G. Voluntary dedication of private streets will be considered for acceptance by the City on a case-by-case basis when streets and drainage systems are improved to City standards and present no expense to the City upon dedication.
- H. Adopt standards for pavement width and other design features of roads in residential areas that are consistent with the semi-rural character of Orinda, utilizing progressively higher standards consistent with intensity of use and public safety. Street lighting should not normally be required except where necessary for safety purposes.
- I. Adopt standards for roadways in commercial, office and multi-family areas that are consistent with traffic and on-site parking demand, and generally include curb, gutter, sidewalks and street lighting.
- J. Adopt new private road standards which would be the same as those for new public roads.
- K. Develop on-site parking standards for single-family zoning districts which require 1) a minimum of 4 on-site parking spaces, and 2) a percentage of covered parking. Also consider standards providing for shared parking in the multi-tenant commercial developments.
- L. Develop traffic control measures to discourage freeway bypass traffic on Orinda roads.

- M. Do not make roadway improvements at the expense of established bicycle and pedestrian paths, except where in the interest of public safety.
- N. Support bus transit, vanpools and carpool service to reduce peak-hour traffic volumes.
- O. Although analysis of General Plan buildout traffic conditions indicates it is unlikely, the one-hour CO, NO_x and SO_x standards could be exceeded as a result of gridlock on City streets. The City shall assess the potential for this condition and institute appropriate traffic control and land-use control measures to avoid its occurrence.
- P. The following routes are designated Scenic Corridors on the General Plan:
 - 1. Moraga Way from its intersection with Camino Pablo south to the City limits;
 - 2. Camino Pablo from its intersection with Santa Maria Way north to the City limits;
 - 3. Highway 24, designated as a California Scenic Highway within Orinda City limits.
- Q. Special care shall be taken to provide a well-landscaped and open feeling along Scenic Corridors, especially at the entrance to the City, utilizing such techniques as generous landscaped setbacks and open-space acquisition, where appropriate.
- R. Any proposed development or subdivision along a Scenic Corridor or Scenic Highway shall be designed to blend with and permit the natural environment to be maintained as the dominant visual element. It shall not lessen the scenic value of existing visual elements.
- S. Where structures are permitted, they shall be designed to blend with and permit the natural environment to be maintained as the dominant visual element.
- T. Because Highway 24 is a freeway that bisects Orinda, it merits special consideration to maintain its integrity as a California Scenic Highway as it passes through Orinda.
- U. Further study should be given to the vehicular access route through Dalewood Drive and Sundown Terrace to Happy Valley Road. Two primary options should be considered, including:
 - 1) Maintenance of the existing Dalewood Drive and Sundown Terrace street alignments; and

- 2) Extension of Dalewood Drive to Sundown Terrace through Dalewood Park with a public street connection and a dead-end cul-de-sac at the end of Sundown Terrace near Happy Valley Road.

- V. Develop an ordinance for regulating heavy truck traffic and for designating truck routes with Camino Pablo given first priority for such regulation.

The United Housing District of the Orinda General Plan incorporated changes which were suggested by the City's first Housing Element and adopted on May 10, 1977. In compliance with California state law, and reflecting the regional housing needs determination of the Association of Bay Area Governments (ABAG), a review and analysis of housing information for Orinda has been prepared and included in this report. This report also contains the state Department of Housing and Community Development's completed review of Orinda's Housing Element (Housing Element Review Report, 1977). This document incorporated changes to the plan to reflect the review of housing needs for the Orinda area. The review of housing needs for the Orinda area is not currently available, the review covering 1980 Census data have not been completed.

General Plan decisions relating to housing were focused on methods of retaining Orinda's semi-rural character while meeting the regional state law regarding providing housing for all segments of the community. The major decisions related to housing alternatives for development were compatibility with existing development, protection of open space, impact on traffic capacity, and potential for multi-family dwellings.

However, only 1 percent of all housing units in Orinda are multi-family units, the question of additional multi-family development (other than single family homes with yards or all units) received considerable attention during the planning process. One site, located on Santa Clara Avenue, is designated on the plan for multi-family housing. The site, Santa Clara Avenue and Gateway Valley, are identified as areas where multiple family development is acceptable, but would require a General Plan amendment. An application for a Specific Plan for Gateway Valley has been submitted.

High land costs and high values, as well as a significant geologic and topographic constraint on many sites, make it difficult to develop multi-family housing in Orinda.

3. HOUSING ELEMENT⁽¹⁾

3.1 INTRODUCTION

3.1.1 Housing Issues

The Updated Housing Element of the Orinda General Plan incorporates changes which have occurred since the City's first Housing Element was adopted on May 20, 1987. In compliance with California state law, and reflecting the regional housing needs determinations of the Association of Bay Area Governments (ABAG), a review and revision of housing information for Orinda has been prepared and included in this report. This report also enables the state Department of Housing and Community Development to complete its review as required by state law (Government Code Section 65585). This document incorporates current figures on the projected regional share of housing needs that has been assigned to Orinda to be met in the five-year period 1990-1995. Because 1990 U.S. Census data are not currently available, the tables containing 1980 Census data have not been changed.

General Plan decisions relating to housing were focused on methods of retaining Orinda's semi-rural character while meeting the requirements of state law regarding providing housing for all segments of the community. The major issues considered in selecting alternatives for development sites were compatibility with existing development, retention of open space, impact on traffic capacity, and potential for multi-family dwellings.

Because only 6 percent of all housing units in Orinda are multi-family units, the question of additional attached-unit construction (other than single-family homes with yards on all sides) received considerable attention during the planning process. One site, behind the Santa Maria Church, is designated on the Plan for multi-family housing. Two others, Pine Grove School and Gateway Valley, are identified as areas where multiple family development is acceptable, but would require a General Plan Amendment. An application for a Specific Plan for Gateway Valley has been submitted.

High land costs and home values, as well as significant geologic and topographic constraints on many sites, make

(1) Updated June 25, 1991 (Resolution No. 26-91)

construction of affordable units particularly difficult in Orinda. Most available building sites are priced in excess of \$300,000. The high cost of land is a result of the high degree of natural beauty, the established prestige of the community as an area of very high-value homes, the relatively close access to regional employment centers, the convenience of the regional rapid transit system, the scarcity of available sites, and the high cost of overcoming the geotechnical limitations on construction. The soil conditions have been documented in the Technical Supplement to the General Plan, which includes the Environmental Impact Report. The City of Orinda consists of hills and valleys with narrow, winding roads. Most of the level, geologically stable sites for development have already been developed. The steep topography, soil instability and vulnerability of the remaining sites to seismic occurrences generally preclude high density development. These remaining residential sites will have high site preparation costs associated with them because of these factors.

Orinda is a suburban bedroom community with a limited sales tax base. Income comes primarily from property taxes and subventions from the State of California. These constraints on its resources will severely limit Orinda's ability to assist financially in the development of affordable housing.

Without subsidies, the multiple family units will likely be the least expensive units to be added in the Planning Area. However, if Orindawoods (a clustered subdivision including both attached and detached units) is used as a model, all units added would probably be affordable only to above-moderate-income households. To ensure that some lower-cost units are provided, the Plan incorporates additional opportunities and incentives for increasing the supply of multiple family housing affordable to households with incomes from 50 to 120 percent of median. Additional incentives are provided for developers of all types of units to include additional affordable units within their projects. Methods for adding affordable senior housing, small single-family homes, and second units are detailed in this Updated Housing Element.

3.1.2 State Requirements and Organization

Government Code Sections 65580 through 65589 set forth requirements relating to the preparation and content of Housing Elements. By law, the Housing Element must contain:

- 1) An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs;

- 2) A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing; and

- 3) A program that sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element.

The housing program must: identify adequate sites available for residential development for a variety of types of housing for all income levels; assist in the development of adequate housing to meet the needs of low- and moderate-income households; address governmental constraints to the maintenance, improvement, and development of housing; conserve and improve the condition of the existing affordable housing stock; and promote housing opportunities for all persons. The Table of Contents includes an index to state-required Housing Element components.

This Housing Element organizes the state-mandated material into four main sections. The inventory of housing resources is included in Section 3.2.3. Housing need, land inventory, and constraints to the production of housing, are addressed in Sections 3.3, 3.4 and 3.5, respectively, including analysis of data and statements of goals, programs and objectives. Section 3 includes a summary of housing goals and programs, and identifies responsible agencies and required City actions for the achievement of the housing program established in this Updated Housing Element.

3.1.3 Public Participation and Plan Consistency

The Housing Element Update was prepared pursuant to review comments received from the state Department of Housing and Community Development. It updates and modifies descriptions of programs and quantified objectives according to changes that have occurred since the original element was adopted in 1987.

The City made a major effort to achieve participation of all economic segments of the community in the development of the Housing Element Update. The Update was subject to a joint study session before the Planning Commission and

City Council, and subsequent hearings of the two bodies which were all open to the public. Notification of these meetings and hearings was provided in a local newspaper. Also, special notices were provided to residents of Orinda Senior Village, second unit owners, and the Santa Maria Church. A general notification process was also carried out for the state-mandated environmental review document, in which citizens and other public agencies had the opportunity to comment.

3.2 SETTING: POPULATION AND HOUSING CHARACTERISTICS

3.2.1 Population and Household Characteristics

In 1980 the boundary of what is now the City of Orinda included 16,825 persons and 6,001 housing units, according to U.S. Census figures. The City has increased its housing units to 6,468 and has grown to a population in January 1990 of 17,751, according to the state Department of Finance. This reflects a very slow annual growth rate (about one-half of one percent), compared to the majority of Bay Area cities. Development in accord with the General Plan Updated Housing Element will result in about 7,429 dwelling units and 18,127 residents at full buildout projected to occur by 2005, an 8 percent increase over the 1980 population. Population is projected to be 2.44 persons per household in 2005.¹

Since the final 1990 U.S. Census figures were not available at the time of the 1990 Housing Element update, earlier projections from other sources, i.e., State Department of Finance, were relied upon. In this regard, it is important to note that 1990 U.S. Census data indicate that the total population in Orinda as of April 1, 1991, is 16,642.

Orinda's population is relatively affluent and ethnically homogeneous compared to Contra Costa County and the wider Bay Region. As shown in **Table 3.1**, the median household income in 1980 in Orinda was over 170 percent of the county and almost double that of the nine-county Bay Region.² The Association of Bay Area Governments (ABAG) has estimated that the Orinda 1990 mean household income is \$91,300 in its Projections '90 report, while equivalent figures for Contra Costa County and the Bay Area are estimated at \$49,600 and \$46,200, respectively. This represents a widening of the gap between Orinda household incomes and the County and Bay Area incomes.

¹This and subsequent Housing Element footnotes may be found on page 67.

Orinda's population is 95 percent white, with the largest ethnic minority group being Asian, at about 3.4 percent of the total, as shown in Table 3.2. The population and household characteristics of Orinda are shown in Tables 3.3 and 3.4, respectively. Household size is relatively small, and the average age of residents is comparatively old, reflecting the fact many children born in Orinda have left the parental home. Turnover is low, and housing additions have been averaging about one percent per year since 1980.

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TABLE 3.1
MEDIAN HOUSEHOLD INCOME, 1970 & 1980

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	1970 _a	1980	Average Annual Increase

Orinda	\$21,473 _b	\$39,912	6.4%
Contra Costa County	\$10,992	\$22,875	7.6%
Bay Region	\$9,021	\$20,607	8.6%

- a. Median Income of "Families and Unrelated Individuals."
 b. Orinda Village only. Figures for South Orinda not available.
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Source: U.S. Census, 1970 and 1980

TABLE 3.2
RACIAL DISTRIBUTION, 1980

Racial Group	Orinda		Contra Costa County		Bay Region	
	Number	Percent	Number	Percent	Number	Percent
White	15,988	95.0	534,628	81.5	3,895,810	75.2
Black	99	0.6	60,172	9.2	467,016	9.0
American Indian ^a	31	0.2	3,890	0.6	32,842	0.6
Asian ^b	574	3.4	29,534	4.5	431,082	8.3
Other ^c	133	0.8	28,156	4.3	353,034	6.8
Total	16,825	100.0	656,380	100.0	5,179,784	100.0

Persons of Spanish Origin ^a	323	1.9	55,820	8.5	632,542	12.2
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- ^a. Includes Eskimo and Aleut.
- ^b. Includes Japanese, Chinese, Filipino, Korean, Asian-Indian, and Vietnamese
- ^c. Includes Hawaiian, Guamanian, Samoan.
- ^d. Hispanics are counted as an ethnic, rather than a racial group, and included in the various racial groups and in the total.

Source: U.S. Census, 1980.

TABLE 3.3
CITY OF ORINDA -- POPULATION CHARACTERISTICS

	Total	Percent _a
Population, 1985 _b	16,984	
Population, 1980	16,825	
Households, 1980	5,871	
Persons in Group Quarters	40	
Age Characteristics, 1980		
Persons under 18	4,302	25.6
Persons 18 to 61	10,585	62.9
Persons 62 and older	1,938	11.5
Distribution of location of residence in 1975 persons older than 5 years		
Same house	10,517	62.5
Different house, same county	1,951	11.6
Different house, different county	2,417	14.4
Different state	887	5.3
Abroad	350	2.1
Total	16,122	95.8
a. May not equal 100 percent due to rounding.		
b. Derived from 1985 unit count assuming 2.77 persons per dwelling unit.		

Source: U.S. Census, 1980

TABLE 3.4
CITY OF ORINDA -- HOUSEHOLD CHARACTERISTICS, 1980

	Households	Percent
Total Households, 1980	5,871	100.0
1980 Households by Income		
Less than \$10,000	313	5.3
\$10,000 - 14,999	262	4.5
\$15,000 - 19,999	314	5.3
\$20,000 - 24,999	420	7.1
\$25,000 - 29,999	510	8.7
\$30,000 - 39,999	1,094	18.6
\$40,000 - 49,999	902	15.4
\$50,000 - 74,999	1,093	18.6
\$75,000 or more	901	15.3
Total Households Reporting Income	5,496	100.0
Median Household Income, 1980	\$39,912	
Households by Size, 1980		
1-person households	592	10.1
2-person households	2,291	39.0
3-person households	1,167	19.9
4-person households	1,232	21.0
5-person households	414	7.1
6 or more person households	175	3.0
Average Household Size, 1980	2.87	
Single-Parent Households, 1980		
Female-Headed Households	218	3.7
Male-Headed Households	36	6.6
Female-Headed Households Below Poverty Level ^a (with children), 1979	35	0.6

^a. Families and unrelated individuals in the census were classified as being below or above the poverty level based on income in 1979 using an index which provides "poverty thresholds." These thresholds vary by size of family, number of children, and age of the family, householder or unrelated individuals. The threshold used for a four-person family, for example, was \$7,412.

Source: 1980 U.S. Census.

3.2.2 Jobs/Housing Balance

State of California Planning, Zoning, and Development Laws, 1990 edition (Gov. Code Sec. 65913.1) requires that jurisdictions "designate and zone sufficient vacant land for residential use with appropriate standards, in relation to zoning for nonresidential use, and in relation to growth projections of the General Plan to meet housing needs as identified in the General Plan." The relationship between land designated for non-residential and residential uses is usually measured by a ratio relating the number of local jobs to the number of households in a jurisdiction.

According to ABAG's Projections '90, there are currently 3,420 jobs located in Orinda, and an estimated 16,900 persons in 6,320 households.³ This report also estimates that in 1980 there were 3,184 jobs in the area now within the city limits, and that the population totalled 16,223 persons in 5,798 households at that time. For purposes of comparison, the U.S. Census reported a population figure of 16,825 in the unincorporated area defined as the Orinda "census designated place."

Orinda has traditionally been a residential community, with many more out-commuters than in-commuters and residents working in the city. Using the Projections '90 data, the ratio of jobs in the city to households in the city (jobs/housing ratio) is calculated at 0.54:1.0. The estimated jobs/housing ratio in 1980 was 0.55:1.0. Buildout under the General Plan would result in very little change in the jobs/housing ratio, and in maintenance of the prevailing residential character of development in the city.

As shown in **Table 3.5**, the 1980 Census reported 8,448 Orinda residents in the civilian labor force. The Projections '90 report estimates that there are currently 9,500 employed residents in Orinda, and that an average of about 1.5 persons per household are employed. Over 50 percent of employed residents are executives or professionals, as shown in **Table 3.6**.

Orinda's semi-rural environment, proximity to employment centers, and access to BART and freeways make it an attractive residential location for individuals working elsewhere. Some suburban cities in Alameda and Contra Costa Counties that have traditionally been bedroom communities have experienced substantial development in the 1980s, but such development is limited in Orinda by the provisions of the General Plan, and it is anticipated that Orinda will continue to have a net out-commute.

TABLE 3.5**PLACE OF WORK: ORINDA WORKERS AGE 16 AND OLDER, 1980**

	Number	Percent
Work in Orinda	1,018	12
Work in Contra Costa County	2,871	34
Work in San Francisco-Oakland SMSA	7,236	85
Work in California	7,395	87
Not Reported	1,005	12
Total	8,494	100

- a. Standard Metropolitan Statistical Area.
Consists of the following five counties:
San Francisco, Alameda, Marin, Contra Costa
and San Mateo.

Source: U.S. Census, 1980

TABLE 3.6**WORKERS AGE 16 AND OLDER BY OCCUPATION, ORINDA, 1980**

	Number	Percent
Executive, Administrative, Managerial	2,121	25
Professional Specialty	2,475	29
Technicians and Related Support	425	5
Sales	1,132	13
Administrative Support	1,004	12
Services (Including Personal, Protective, Repair, Crafts)	859	10
Machine Operators, Assemblers, Inspectors	48	1
Handlers, Helpers and Laborers	82	1
Transportation and Material Moving	84	1
Private Household	100	1
Farming, Fishing, Mining	118	1
Total	8,448	100

Source: U.S. Census, 1980

3.2.3 Existing Housing Stock

The majority of housing units in Orinda are single-family, owner-occupied homes, as shown in **Table 3.7**. More than 60 percent of the units were built between 1950 and 1969. More than 84 percent of the units as shown in **Table 3.8**, have three or more bedrooms.

As of January 1990, Orinda had 6,468 dwelling units, about 95 percent of which are single-family homes on lots that are typically one-half acre. Two apartment buildings (now condominiums) contain 63 units; there are 150 Senior Village units; and Orindawoods, a clustered development, has 258 units. Fifty-two units are built as multiple family type construction of three or more townhouses per structure, while 50 are built as attached units. The remaining 156 units are detached single family units.

Housing units which are in need of rehabilitation or replacement in Orinda are nearly nonexistent. However, a small number of former "summer cottages" still exist which were constructed in the 1920s, 1930s, and 1940s. Some of these do not currently meet building code standards but are typically not in need of rehabilitation or replacement due to the manner in which they have been maintained over the years.

Housing maintenance standards in Orinda are typically very high and affordable units very few, so rehabilitation dollars would not be as effectively used as dollars spent on other proposed housing programs.

The 1980 Census reported an owner-occupied median house value of \$178,100, compared to Contra Costa County at \$94,600. According to a number of Orinda-area real estate sources, a very few single-family homes in Orinda in mid-1990 are available for between \$350,000 and \$450,000, with some homes on smaller lots or with smaller floor area at around \$300,000. Homes at much higher prices, over \$500,000 and \$1 million, are on the market in substantial numbers, and are more typical of market conditions in Orinda. As shown in **Table 3.9**, there are very few lots available for development in approved residential subdivisions.

Condominium homes (two bedrooms, one bath) on Brookwood Road, probably the least expensive market-rate units in Orinda, are available for around \$200,000. Townhouse prices in Orindawoods, with substantial open-space amenities and a mixture of single-family detached homes

("patio homes" or zero-lot line) and townhomes are listed at a minimum of \$340,000.

TABLE 3.7
HOUSING UNITS BY TENANCY AND YEAR OF CONSTRUCTION, 1980

	Units Built	Percent mf Existing Units	Owner- Occupied	Renter- Occupied
1979 to March 1980	142	2.4	100	5
1975-1978	364	6.1	348	16
1970 to 1974	299	5.0	292	0
1960-1969	1,213	20.2	1,101	97
1950 to 1959	2,433	40.5	2,220	168
1940-1949	1,046	17.4	918	116
1939 or earlier	504	8.4	438	52
Total ^a	6,001	100.0	5,417	454

^a. Tenancy information applies only to occupied units. Vacancy rate was about 2 percent in 1980.

Source: 1980 U.S. Census

TABLE 3.8
HOUSING UNITS BY NUMBER
OF BEDROOMS AND OCCUPANCY STATUS, 1980

	Total	Total Occupied	Renter-Occupied
None		--	--
One	104	104	63
Two	810	792	115
Three	2,827	2,761	222
Four	1,742	1,713	42
Five or More	518	501	12
Total	6,001	5,871	454

Source: 1980 U.S. Census

TABLE 3.9
REMAINING UNDEVELOPED LOTS IN RESIDENTIAL
SUBDIVISIONS WITHOUT APPROVED BUILDING PERMITS:
CITY OF ORINDA, SEPTEMBER 1990

Site	Number of Lots
Orinda Highlands	10
Orinda Downs	20
Other Undeveloped Lots	110
Total	140

Source: City of Orinda

Note: Figures represent preliminary plan approvals granted by Contra Costa County prior to the incorporation of the City of Orinda. Approximately 80 of the "Other Undeveloped Lots" are estimated to be under 8,000 square feet.

The rental share of the housing stock is small compared to other cities in the county (less than 8 percent of all units in the housing stock are rented), and consists of single-family homes and a small number of condominium units. Median monthly gross rent was \$501 in 1980, compared to \$294 for Contra Costa County. Although no precise figures are available, typical rents at the present time for condominium homes on Brookwood Road are between \$850 and \$950, while a three-bedroom single-family home would rent at above \$1,750.

Between 1975 and 1987, an average of about 100 units a year were added to Orinda's housing supply. The 1990 Updated Housing Element policies envision an additional 608 units in new subdivisions. Approximately 200 units were added between 1987 and 1990, reflecting a somewhat decreasing rate of growth due primarily to lack of available building sites.

3.2.4 Subsidized Housing in Orinda and Contra Costa County

There are 1,140 units of Contra Costa County Housing Authority public housing in the county. Because of the very high land prices in Orinda, limited sites available, and the expense of installing public facilities such as water, sewer and roadways, it is very difficult for public housing agencies and non-profit housing developers to acquire property for the development of subsidized housing, and partly as a result there are no Housing Authority units in Orinda. These agencies and developers have found their resources to be best utilized in areas with lower land and infrastructure costs.

In addition to managing public housing, the County Housing Authority administers the federal Section 8 certificate program that provides housing assistance for low- and very low-income households by making direct payments of a portion of the certificate holder's rent. There is a waiting list of 3,061 households, and the Contra Costa Housing Authority has awarded 3,761 certificates as of September 1990. The number of certificates is expected to increase at a slow pace, and turnover results in some households on the waiting list receiving certificates. Once a household has a certificate, it must find a unit renting for specified "Fair Market Rents" (specified by the Contra Costa County Housing Authority) and an owner willing to enter into a contract with the Housing Authority.

The Fair Market Rents in 1990 in Orinda were: one-bedroom unit, \$688; two-bedroom unit, \$810; and three-bedroom unit, \$1,012. (These are rents exclusive of utility costs.) Because Orinda is deemed a high-cost area, the Fair Market Rents are 10 percent above the base rent for the county.

The maximum household incomes for households qualifying for the Section 8 program in Contra Costa County are shown below.

<u>Persons in Household</u>	<u>Maximum Income</u>
1	\$24,700
2	28,250
3	31,750
4	35,300
5	37,500

Source: Department of Housing and Urban Development

Subsidized rental housing is currently provided with the use of HUD 202 funds in the Senior Village for persons 62 years or older and disabled persons. The financing of Senior Village is firmly established for twenty years, and its bylaws, including the condition upon which the land was provided, require that it continue to provide low and very-low income housing for seniors and disabled persons.

Some market-rate rentals are available in the condominiums on Brookwood Road, and in single-family homes. Rent levels are generally too high to qualify for Fair Market Rents. The potential for adding affordable units through such projects is very limited, because of the substantially higher land cost characteristics of Orinda.

The HUD program used to finance the Senior Village is still in operation, so the potential exists for additional affordable senior units. Below-market-rate units also have been created in Contra Costa County through the County's Home Mortgage Revenue Bond and Multifamily Bond programs which finance development of owner-occupied and rental units for families, the elderly, and the disabled. Orinda participates in these programs through annual resolutions of participation adopted by the City Council. These programs provide below-market-rate financing for first-time home buyers, and for construction of rental units. The rental program requires that at least 20 percent of units be affordable by low- to moderate-income households. The purchase program includes maximum household income limits: the applicants' income must be 120 percent or less of median income. Tax-exempt bond interest rates have made these programs attractive to developers.

While local housing authorities currently build relatively little affordable housing themselves, nonprofit housing advocacy and development organizations are actively using programs such as the County tax-exempt bond program. Of the 240 multi-family units which have been built using these bonds, 40 are maintained as affordable units. In the Lamorinda area of the county, 95 units (19 affordable) for the elderly have been built with these funds. No projects are currently under construction or proposed using the program.

3.3 HOUSING NEEDS

3.3.1 Association of Bay Area Governments (ABAG) Housing Needs Determinations

The assessment of need in the Housing Element must consider the City's role in meeting regional housing demand, especially demand for housing affordable by low- and moderate-income households.

Orinda's regional fair-share allocation is specified in data presented in Housing Needs Determinations -- San Francisco Bay Region, January 1989, prepared by the Association of Bay Area Governments (ABAG). Needs determinations were prepared for the nine Bay Area counties, their incorporated cities, and for the total unincorporated area in each county.

Projected Need is the total number of units needed to accommodate anticipated growth in the city and provide for a desirable vacancy rate. As stated in the Housing Needs Determination, the projected need figure is the number of additional units that should be built in the city from 1988 to 1995. Household projections are described as reflecting the distribution of employment opportunities, availability of suitable sites, and commuting patterns. ABAG's determination of Orinda's 1988 to 1990 projected need is 105 additional housing units, which was nearly met by the 99 units built in the two-year period from January 1, 1988, to December 31, 1989 (Reference: Department of Finance E-5 report). The 1995 ABAG objective is for 164 additional units beyond the 105 units to be built by 1990, or an average of about 33 units per year.

Projected Need by Income Category expresses a redistribution of households throughout the region by income category. The objective of the redistribution is to "avoid further impaction of localities with relatively high proportions of lower-income households" (Gov. Code Sec. 65584). To generate the figures, ABAG averaged existing city percentages in each income category with the existing county and regional percentages. The housing need in each income category is obtained from an average of existing percentages of each category in Orinda, Contra Costa County and the nine-county bay area. For example, the percentage of very low-income households at each geographical scale (city-county-region) is averaged to identify the percentage need for very low-income housing units out of the total need identified.

Because the State of California has declared that local governments have a responsibility to facilitate the

improvement and development of housing for all economic segments of the community, the analysis of existing and projected housing needs is defined in four categories: very low income (0 to 50 percent of median income); low income (50 to 80 percent); moderate income (80 to 120 percent); and above moderate income (above 120 percent).

In Orinda, those income categories translate into the following incomes for a family of four, based on incomes in Contra Costa County, 1990, as defined by the U.S. Dept. of Housing and Urban Development and based on a median income of \$44,100:

Very Low Income	less than \$22,500
Lower Income	\$22,501 to \$35,300
Moderate Income	\$35,301 to \$52,900
Above Moderate	above \$52,900

House prices and rents affordable by households in these income categories are shown in **Table 3.10**. The "purchase prices" are based on a 30-year, fixed-rate mortgage at 10.0 percent, one-third of income going to housing costs, and a 20 percent down payment. The "rent" figure assumes 30 percent of income is available for housing. Based on the calculations shown in **Table 3.10**, the maximum unsubsidized purchase price affordable to a moderate-income household is \$188,200.

TABLE 3.10
HOUSING AFFORDABILITY BY INCOME GROUP, 1990
ALAMEDA/CONTRA COSTA COUNTY
FOUR-PERSON HOUSEHOLDS

Income Category	Purchase Price at 10% Interest Rate	Monthly Rent
Very Low (\$22,500 or less)	Less than \$80,000	Less than \$560
Low (\$22,501-\$35,300)	\$80,000- \$125,600	\$560- \$880
Moderate (\$35,301-\$52,900)	\$125,600- \$188,200	\$880- \$1,320
Above Moderate (More than \$52,900)	More than \$188,200	More than \$1,320

3.3.2 Projected Housing Needs and Housing Needs Met, 1988 to 1990

For the period from 1988 to 1995, ABAG has projected a need in Orinda for a total of 269 housing units, consisting of 43 very low-, 32 low-, 46 moderate-, and 148 above-moderate-income units. Housing units affordable to very low-, low-, moderate-, and above moderate-income households built since 1988 can be subtracted from the 1988 to 1995 Needs Determinations. The remaining units are termed the Adjusted Projected Need (new construction) for the five-year period, 1990 to 1995. The figures are presented in **Table 3.11**, and are shown in terms of the components of need defined by ABAG in January 1989.

Looking back at the comparable figures included in the 1987 Orinda Housing Element, the prior (1983) ABAG projections for housing needs between 1980 and 1990 indicated a need for 61 very low-income and 42 low-income housing units, 58 units in the moderate-income category and 159 units for the above-moderate income category.

Between 1980 and the end of 1985, Contra Costa County estimated that 370 units were added to Orinda. Of these, 150 were in the Senior Village, where occupancy is limited to singles and couples who are over 62 years of age or are disabled, with very low household incomes (125 units) and low incomes (25 units). These units made a significant contribution to meeting the low-income housing need. However, ABAG does not recognize previous production of low income units in determining current housing needs.

Nine additional very low income housing units were added between 1987 and 1990 in the form of second units on lots developed with existing single-family homes. It is expected that in the 1990-95 period an estimated 25 to 35 additional second units will be built. A survey conducted by the City of Orinda revealed that the units recently built are occupied by persons with limited incomes, including three caretakers, four retired relatives, and one student who provides maintenance services in exchange for rent. The income levels of these residents are confidential and cannot be revealed in deference to their rights to privacy. Specific rental levels have not been established, and most units are provided rent-free. However, since second unit residents are typically either on a fixed retirement income, employed part time, or employed in relatively low-paying domestic service jobs, second units in Orinda have been designated as very low income housing.

TABLE 3.11
EXISTING, PROJECTED AND ADJUSTED HOUSING NEEDS: 1988-1995
City of Orinda, California

Income Category & 1990 Income Ranges ^a		Existing Need 1988 ^b	Estimated Need 1988-1990 ^c	Projected Need 1990-1995	Total Projected Need 1988-1995	Housing Built 1988-1990 ^d	Adjusted Projected Need 1990-1995 ^e
Very Low:	Less than \$22,500	7	17	26	43	9 ^f	34
Low:	\$22,501-35,300	5	12	20	32	---	32
Moderate:	\$35,301-52,900	8	18	28	46	---	46
Above Moderate:	Above \$52,900	25	58	90	48	117	31
TOTAL		45	105	164	269	126	143

Source: Housing Needs Determinations, San Francisco Bay Area, ABAG, January 1989
 Figures above total line in columns 1,2,3 are prorated from totals.

Notes: ^a Income ranges defined by U.S. Dept. of Housing & Urban Development (HUD), February 1990, for 4-person families. Median income for area (Contra Costa County) is \$44,100.
^b Base figures for needs determinations.
^c Includes 1988 Existing Need figures.
^d July 1, 1988, through July 31, 1990.
^e August 1, 1990, through December 31, 1995.
^f Second units.

Orinda's housing stock, which increased by about 13 percent during the 1980s, is expected to expand at a decreasing rate during the 1990s, as indicated in the following figures:

Units, 1980	6,001
Units built 1980-12/31/86	324
Units built 1987-12/31/89	143
Units approved and unbuilt prior to 1990	30
Units approved in 1990, 7/31/90*	35
Total Units	6,533
Anticipated additional units, 1990-1995	300

* Includes approved units not yet built or completed.

3.3.3 Existing Housing Need

State law requires that the Housing Element include an identification and analysis of existing and projected housing needs (Gov. Code Sec. 65583). Indicators of need include level of payment compared to ability to pay, analysis of special housing needs, vacancy rates and overcrowding of units.

Table 3.12 shows that 421 Orinda households (119 renting households, and 302 owners) earning less than \$20,000 in 1979 paid 25 percent or more of their income to housing costs. Households paying more than 35 percent of household income to housing costs numbered 322. Between 25 and 30 percent of income-to-housing costs is generally considered to be the maximum a lower- and moderate-income household should pay.

3.3.4 Needs of Special Groups

The special housing needs of groups such as the elderly, handicapped, large families, farmworkers, families with female heads of household, and families and persons in need of emergency shelter is addressed below.

Housing for the Elderly. The 1980 Census reported 1,968 Orinda residents age 62 or older. This represented 12 percent of the total population, about the same as the nine-county Bay Area total of 12.6 percent. However, because the median age of Orinda residents is comparatively high, and 31 percent of residents were aged 45 to 64 as compared to 21 percent in Contra Costa County and 20 percent in the Bay Area, it is reasonable to expect that the elderly will represent an increasingly large share of the city's population.

Housing for the elderly should respond to this group's need for relatively easy access to downtown shops and services, and medical care, and to limitations on income and mobility. Typically, elderly individuals desire a small, secure, low-maintenance home.

TABLE 3.12

ORINDA HOUSING PAYMENTS COMPARED TO ABILITY TO PAY, 1979

	Household Income			
	Less than \$20,000 ^a	More than \$20,000	House- holds	Percent of Households
Percentage of Income Paid as Gross Rent for Renter-Occupied Units				
Less than 25%	27	220	247	58
25 - 35%	22	50	72	17
Over 35%	97	7	104	25
Total Renter-Occupied Units	146	277	423	100
Percentage of Income Paid as Homeowner Cost for Owner-Occupied Units				
Less than 25%	310	3,482	3,792	77
25 - 35%	77	544	621	13
Over 35%	225	291	516	10
Total Homeowner Units	612	4,317	4,929	100
Total Occupied Units				
Less than 25%	337	3,702	4,039	75
25 - 35%	99	594	693	13
Over 35%	322	298	620	12
Total-Occupied Units	758	4,594	5,352 ^b	100

a. A household income of \$20,000 in 1979 represented approximately 82 percent of the county median household income, or the low end of "moderate income."

b. Households reporting income and housing costs only.

Source: U.S. Census, 1980

Housing for the Handicapped. The U.S. Census in 1980 identified 145 persons in the area which is currently incorporated in the City of Orinda, aged 16 to 64 with a public transportation disability, and another 140 persons 65 or older with the same type of disability. The number of all handicapped persons in Orinda in 1990 is not known at this time, although an estimate can be extrapolated if it is assumed they constituted the same percentage of the total population as was exhibited in 1980 (about 1.7 percent). Based on the current estimate of the total population in Orinda (17,751), an estimated 302 handicapped persons may reside in Orinda at the present time, about one-half of whom are also 65 or older.

The needs of handicapped persons are not unlike those of the elderly in terms of their need for accessibility to services, and for homes that are small and require little maintenance. The Orinda Senior Village contains 15 units incorporating such features.

Persons and Families in Need of Emergency Shelter. There are no U.S. Census figures indicating that any Orinda residents have been homeless on a long-term basis. The Orinda Police Department has indicated that it has no knowledge of any regular pattern of homelessness in the city. Shelter Inc. in Walnut Creek, a non-profit advocacy group which directs homeless individuals and families in Contra Costa County to appropriate agencies for their short-term needs, has no recent record of persons requesting their services who have claimed residency in Orinda. Inquiries of local churches on requests for emergency shelter have indicated that the need in the community for transitional housing or shelters is extremely low, at the rate of one or two per year. Infrequent requests for assistance from churches have chiefly consisted of persons passing through Orinda seeking small handouts. Some churches, such as St. Stephens (Episcopal), maintain information which enables them to refer individuals to appropriate public or private agencies elsewhere in Contra Costa County.

Because of their high average income, Orinda residents typically have many more options for recovery after the loss of a home due to a natural disaster or financial difficulties. The small number of residents that may be displaced at a given time, (other than might occur in the event of a major natural disaster), would not be sufficient to justify the development of a shelter specifically for that purpose. Due to the demonstrated lack of direct demand, coupled with the high cost of land in Orinda, it is not practical to seek the development of

facilities in Orinda for persons or families in need of emergency shelter.

Female-Headed Households. There were 352 female-headed households in Orinda in 1980: 6 percent of total households, compared with almost 10 percent reported for the nine-county Bay Area. Of these, 218 households had children under 18, and 35 of these households had incomes below the poverty level.

Because of the relatively higher incidence of poverty among this group compared to other households, this group is considered to have special housing needs. Female-headed households with children require housing suitable for child-rearing, and access to child care and schools. There are few such affordable units available in Orinda.

Large Families. The 1980 Census reported that there were 589 households with five or more persons, or approximately 10 percent of all households in Orinda. This was about equal to the county and the Bay Area where 11 percent of the households had five or more persons.

Although there has been and is a good housing choice for large families with above-moderate income in Orinda, low- and moderate-income large families are faced with particular difficulties in finding adequate housing. Some of the single-family or condominium rentals may meet the needs of this group. However, there are no alternative housing opportunities existing in apartments for this group in Orinda.

Small Households. Almost half of all households in Orinda in 1980 were composed of one or two persons. A further 20 percent of all households had three persons. Only 15 percent of housing units in Orinda have one or two bedrooms.⁴ Where households stay in larger units by choice, this shortage of smaller units presents no problem. However, smaller households with moderate or low incomes may prefer to live in smaller units which are presently unavailable in Orinda.

Farmworkers. Contact with local service agencies indicates that the number of farmworkers in Orinda has been and is virtually zero.

Vacancy Rates. The 1980 Census showed 42 for-sale units, and 21 for-rent units vacant. This represented a vacancy rate of about 1 percent, below the Contra Costa County vacancy rate of 2.8 percent and the Bay Area rate of 2.5 percent, and well below the desirable vacancy rate of 6 percent for rentals and 2 percent for for-sale units

supported by the California Department of Housing and Community Development.

The California Department of Finance (Report E-5) in 1990 has determined that the vacancy rate for Orinda is about 1.55 percent, with about 100 vacant units as of January 1, 1990.

Overcrowding. An overcrowded housing unit is one in which there are more than 1.01 persons per room. There were only 31 such units or 0.5 percent of households in Orinda in 1980. This is considerably lower than the rate for the county (2.9 percent) and the Bay Region (4.8 percent).

3.3.5 City Housing Goals

The following goals direct the City's housing programs for assisting the development of housing for low- and moderate-income households, for conservation of housing stock, and for equal housing opportunity.

A. While maintaining the semi-rural residential character of Orinda, provide for a greater diversity of housing types and prices to meet current and future needs of all residents.

B. Work for equal housing opportunity and access for all persons regardless of race, religion, national origin, sex, marital/family status or other arbitrary factors.

C. Locate sites for multifamily housing near Downtown and in the Gateway Valley.

3.3.6. Housing Policies

A. **Permit multiple family units at the Santa Maria Church site, Pine Grove School site, Gateway Valley, and other suitable sites.**

The General Plan designates a density range of 6 to 10 units per acre for multiple family housing. Three areas in the city are currently considered as potential sites for multiple family housing.

The Santa Maria Church surplus land site is designated for multiple family housing by the General Plan. If the 3.2 acre church site were developed as an open-occupancy⁵ project, it could yield up to 32 multiple family dwelling units.

The Pine Grove School site is not presently designated for multiple family land use, though if the site were declared surplus, a General Plan amendment would be favored which would enable development of multiple family housing on the site. This 6.9 acre site could accommodate 69 multiple family units, if developed for open occupancy.

General Plan policy 2.1.5 states that a General Plan amendment for the Gateway Valley which includes multifamily housing would be encouraged. It is possible that the Gateway Valley area will develop with housing and other land uses as outlined in Section 2.1.5 of the General Plan during the next three to eight years.

Substantial effort toward the planning of Gateway Valley has been undertaken during the past three years. A 17-member Gateway Advisory Committee was appointed and completed a series of land use recommendations for the valley. Upon recommendation by this committee, the Gateway Task Force was appointed by the City Council to study and develop a recommendation regarding the possible acquisition of Gateway Valley for public recreational use. In addition, the owner of Gateway Valley has submitted a specific plan application for partial development of the valley.

Policy Objective: Designate sites for construction at higher, multiple-family densities to increase the number of affordable units constructed, and obtain a lower land price per unit.

Quantified Objective: The Santa Maria Church site could accommodate 32 units within five years. If the Pine Grove School site is declared to be surplus land, its development potential would be 69 units, but no timetable can be determined at this time. An additional 400 units could be built in Gateway Valley within the time frame of 1993 to 1998.

Actions Taken: Santa Maria Church site designated for multiple family use on the General Plan; a 17-member citizen's advisory committee appointed by the City Council to study land use alternatives including affordable housing for Gateway Valley.

Actions Needed: Zoning Ordinance amendment consistent with Plan policies and land-use designation to assure the provision of increased density for affordable housing; Zoning Ordinance amendment to require 10 percent of affordable housing units to be equipped with features for handicapped residents; General Plan amendment for Gateway Valley within four years, and ultimately for the Pine Grove School site.

Agency Responsible: Planning Commission, City Council

Financial Impact on the City: No cost to City.

- B. Allow development of affordable senior housing on multifamily sites at densities higher than those designated in the General Plan land-use categories if the City's environmental review process concludes that building bulk, traffic, and other adverse impacts would not significantly exceed those of open-occupancy units within the prescribed density range. In particular, allow up to 30 units per acre on the Santa Maria Church surplus land site for units which are specifically designated as affordable senior housing units.**

The need for senior units has been demonstrated. The Senior Village is built at a density of approximately 50 units per acre, well above the existing multiple family density range. Because the units are smaller, and vehicle trip generation is substantially less than open occupancy housing development, a higher density for senior housing is appropriate and effective in meeting the housing needs of the elderly. Multiple family housing near the Downtown would have the advantage of providing pedestrian access to shopping and local and regional transit, reducing traffic impacts and enhancing Downtown commercial activity.

A density of up to 12.5 units per acre is permitted, when combined with the 25 percent density bonus provided for affordable senior housing. The City's policy will require that 10 percent of the affordable units will incorporate special design features for handicapped persons.

The Santa Maria Church playfield area is designated in the General Plan for multiple family housing, which allows for a density of between 6 and 10 units per acre. An increase in density to 30 units per acre for this site would be

allowed for units which are within the very-low, low and moderate income affordability requirements as detailed in **Table 3.10**. A proposal which meets these criteria could yield as many as 96 affordable senior housing units on the 3.2-acre site.

Policy Objective: Allow construction at higher densities (up to 30 units per acre on the Santa Maria Church site) to make additional affordable senior housing feasible, when such units are within the appropriate affordability requirements.

Quantified Objectives: Allow senior housing at densities higher than that allowed for open-occupancy housing because units are smaller and vehicular trip generation per household is lower. The Santa Maria Church site could accommodate 96 units of affordable senior housing at a density of 30 units per acre.

Action Taken: Updated Policy allowing for a density of up to 30 units per acre at the Santa Maria Church site included in General Plan.

Action Needed: Rezoning the 3.2 acre Santa Maria Church surplus land area from R-20/SD-1 to Planned Unit District on receipt of an application for a specific proposal which incorporates affordable senior housing; Zoning Ordinance amendment to require 10 percent of affordable housing units to be equipped with features for handicapped residents.

Agency Responsible: Planning Commission, City Council

Financial Impact on the City: No cost to City.

C. Provide greater variety of home sizes and more affordable housing by limiting the floor area of homes on smaller lots.

By limiting the floor area of residential structures, some units affordable to moderate-income households might be built on the approximately 80 undeveloped lots that are 8,000 square feet or smaller.

Policy Objective: Increase the number of small houses in Orinda.

Quantified Objective: 80 units at plan buildout; 25 to 40 units during five-year planning period.

Action Taken: Policy in General Plan; Floor Area Ratio Ordinance adopted and amended to further limit size of homes on smaller lots.

Actions Needed: Continue to implement Floor Area Ratio Ordinance, and monitor for effectiveness.

Agency Responsible: Planning Commission; City Council.

Financial Impact on the City: Substantial staff time.

D. Provide greater variety of housing types by allowing for the development of second units.

Given the decreasing household size in Orinda and the increasing cost of housing, second units added to existing single-family lots may be a way to better use housing resources to provide needed new housing at minimum financial and environmental costs. Single persons seeking affordable housing in Orinda would include commercial and domestic employees, students at St. Mary's College and John F. Kennedy University, and seniors. Second units are a good solution to these people's housing needs, and many larger houses in Orinda can incorporate second units without adding floor area.

While it is difficult to anticipate how many second units could be developed in Orinda, if current trends continue, at least an additional 26 to 36 units would be added during the five-year planning period through 1995. Nine second units have been built and several more approved since 1987. These units have been identified as providing housing for persons with limited income, such as gardeners, students and retirees. These persons would otherwise be unable to reside in the area, where their employment, educational activities, or family or community ties are based.

Policy Objective: Encourage efficient use of housing stock; permit development of second units at low cost.

Quantified Objective: Development of 25 to 35 additional second units in Orinda by 1995, as additions to the affordable housing stock.

Actions Taken: Policy in General Plan; Second Unit Ordinance adopted in 1988.

Actions Needed: Continue to implement and monitor effectiveness of Second Unit Ordinance.

Responsible Agency: Orinda Planning Commission.

Financial Impact on the City: Minimal staff time.

E. Develop an ordinance and administration procedures, as appropriate, to provide additional opportunity and incentive for increasing the supply of housing affordable to moderate-, low- and very-low-income households in Orinda through a combination of the following:

Land and construction costs in Orinda are expensive compared to neighboring communities. Programs A, B, C, and D above seek to assist in developing units affordable to low- and moderate-income households at specific locations and under specific circumstances. Program E differs in that it offers a variety of economic and non-economic incentives which may be taken advantage of on virtually any site suitable for residential use. These incentive programs can be used individually or in combination to encourage the provision of a greater variety and number of affordable housing units. Some of these programs are administrative in nature, while others are designed to provide relief from specific existing ordinance requirements and will require legislative amendments.

The Senior Village is currently the only rental project in Orinda, although a number of condominiums and single-family homes are rented. The difficulties of first-time home buying make rental units the only affordable housing for many moderate-income households that do not have the assets to make a down payment on a home. Some households may choose to rent for other than financial reasons. While the General Plan designates a multifamily housing site, and programs above seek to develop smaller housing units and subsidized units, there is no assurance of additional rental units in the city apart from second-unit production.

The following programs are geared toward the production of additional affordable housing units throughout the community.

1. Reduce application processing costs for multi-family projects containing affordable units through fast-tracking, and by waiving or reducing park, traffic, storm-drain, and other impact fees applicable to such affordable units. Establish the minimum length of time units are to remain affordable.

Specific Policy Objective: Encourage a greater number of applications containing a higher percentage of afford-able units by offering mechanisms to save time in processing, and by reducing the costs of producing affordable units.

2. Assist potential developers of affordable housing projects and second units with updated information on Federal, State and County housing assistance programs.

Specific Policy Objective: Take advantage of programs offered through other governmental agencies to supplement local programs. Continue to implement the City's local information and assistance service for smaller developers unfamiliar with such programs.

3. Establish a working relationship with a nonprofit housing agency to coordinate and encourage affordable housing.

Specific Policy Objective: Encourage and facilitate the direct involvement of a nonprofit agency in the production and management of affordable housing. This should be accompanied by establishing a formal relationship between the City and a local agency for the purpose of exchanging housing information, identifying and utilizing available housing funding sources, and managing future affordable housing units.

4. Reduce production costs in projects containing affordable units by adjusting design standards (without jeopardizing safety) for building setbacks, lot coverage, street width, and in the case of senior projects, for parking.

Specific Policy Objective: The relaxation of stipulated design standards will incrementally reduce per-unit land and construction costs, making the inclusion of greater percentages of affordable units more feasible.

As noted above, these programs can be utilized individually or in combination. While the specific focus of these incentive measures varies (and has, therefore, been individually addressed), their implementation may otherwise be summarized as follows:

Quantified Objective: Facilitate the production of between 30 and 40 additional affordable units over the five-year planning period; ordinances, policies, and procedures to be developed within one year.

Action Taken: Inclusion of policy in General Plan; initiation of draft ordinance preparation to waive or reduce park, traffic and storm-drainage impact fees for affordable housing in multi-family projects; establishment of a local information and assistance service for smaller developers unfamiliar with available housing programs; participation in the Contra Costa County Home Mortgage Finance Program; and participation in the Community Development Block Grant Program.

Actions Needed: Adoption of zoning ordinance modifications, as part of an affordable housing implementation ordinance, addressing measures 1 and 4 and setting the minimum period of time units are to remain affordable; development of a specific administrative work program for interagency coordination, addressing measure 3.

Agency Responsible: Planning Commission, City Council.

Financial Impact
on the City:

Some administrative time.

- F. Develop an ordinance granting up to a 25 percent density bonus for provision of 25 percent or more affordable units in a project as provided by State law. This ordinance should identify the minimum length of time units are to remain affordable. The allowable density shall not exceed the larger of that obtained by applying policies B and F separately.**

The State's first density bonus law was enacted in 1979 and clarified in 1982. Together, the two laws (Gov. Code Sec. 65915) require that housing developers who agree to construct 25 percent of the total units in a development project for low- or moderate-income households, or 10 percent for low-income households, must be granted a density bonus of at least 25 percent or other incentives of equivalent financial value. The law contains additional clarifying language regarding the procedures and definitions relevant to granting density bonuses.

Little use of the required density bonus provision is anticipated. However, it may be possible for developers to take advantage of some or all of the other incentive programs as outlined in Section 3.3.6.E which, together with the density bonus, would make affordable units feasible.

Program Objective: Provision of incentives for affordable housing units; compliance with state law.

Action Taken: Policy in General Plan.

Action needed: Granting of density bonuses as mandated in Government Code 65915; integration of a density bonus provision in the Updated Zoning Ordinance.

Responsible Agency: Planning staff, Planning Commission and City Council.

Financial Impact
on the City:

Minor administrative cost to City.

- G. Promote equal housing opportunity for all Orinda residents and others seeking housing in Orinda.**

Federal and state programs guarantee equal housing opportunity. The Rumford Fair Housing Act prohibits

arbitrary discrimination on any basis, including race, color, religion, sex, marital status, national origin or ancestry in the rental, lease, sale or financing of any residential dwelling other than an individual room in an owner's house.

The Unruh Civil Rights Act prohibits discrimination on the basis of a person's race, color, sex, national origin or ancestry in the provision of goods and services by all business entities. A business entity includes landlords, real estate brokers acting as agents in the sale of real property and financial institutions.

The California Fair Employment and Housing Commission receives complaints of housing discrimination and takes necessary actions to relieve discrimination. In the central Contra Costa County area, the Housing Alliance in Walnut Creek provides services to victims of housing discrimination.

Policy objective: Support services and programs which fight housing discrimination; direct persons toward agencies that provide assistance to victims of discrimination as needed.

Action Taken: Policy in General Plan; collection of information on housing discrimination for public distribution.

Actions Needed: Continue to implement and monitor effectiveness of policy.

Agency Responsibility: City Staff.

Financial Impact
on the City: Minor administrative cost.

3.3.7 Review of Effectiveness of Housing Policies and Progress in Implementation

Since the first Orinda General Plan Housing Element was adopted in 1987, a number of actions have been taken by the City to implement the housing policies for the encouragement of housing development targeted for very-low, low- and moderate-income households. These have been discussed in the previous section, but are also summarized as follows:

- The City has taken steps to ensure and encourage the development of affordable multiple family dwelling units on the Santa Maria Church surplus land site by

establishing a policy to permit substantially higher density for affordable housing at this location. This policy would permit the construction of up to 96 affordable units (Policies A and B).

- Provisions for multiple family and senior housing have been incorporated into the ongoing planning process for Gateway Valley (Policy A).
- A Floor Area Ratio Ordinance has been adopted and amended once, to ensure that homes built on smaller lots are limited in size, so as to respond to the demand for housing variety and lower-priced homes, potentially yielding 25 to 40 low- or moderate priced homes by 1995 (Policy C).
- The City has adopted the Second Unit Ordinance and approved several additional units beyond the nine units which were completed in 1990. It is estimated that up to 36 additional second units, utilized by persons with very-low or low incomes will be built by 1995 (Policy D).
- A policy of fast-tracking development applications has been implemented; the city staff is preparing a draft ordinance for consideration which will waive or reduce traffic, storm drainage and park fees for affordable housing in multi-family project proposals.
- An information library on affordable housing programs for developers has been established.
- The City is collecting information toward establishing a working relationship with a local non-profit organization which develops and/or maintains affordable housing.
- A policy of reducing design standards for affordable housing proposals, such as parking requirements for elderly housing, is being implemented.

The potential results of these programs in terms of new affordable housing cannot be quantified, but they can be expected to greatly ease the way for the development of affordable housing (Policy E).

- A comprehensive revision of the City Zoning Ordinance has been initiated, which will incorporate the density bonus provisions for affordable and elderly

housing as required by state law, and which will set the minimum period of time that units are to remain affordable at thirty years.

These new provisions will apply to the sites discussed under Policies A and B, and would result in additional affordable dwelling units (Policy F).

- The City has continued to disseminate information on housing discrimination to the public and to developers (Policy G).

In summary, the above policies enable the development of new residential units for very-low, low and moderate income individuals and families. These policies and programs were initiated approximately 3 years ago, and have had partial success. The original Housing Element adopted in 1987 proposed numerous ordinances, policies and programs, the majority of which have been realized. Further review, evaluation or consideration of major revisions to the Housing Element at the present time is premature. The established goals, objectives and policies of the original Housing Element have been retained in their original form with minor revision, and their appropriateness for the current planning period is not in question in this Updated Housing Element.

It is important to note that as a newly incorporated City, Orinda's first Housing Element was prepared and adopted only three years ago. The short amount of time that has elapsed since adoption makes it difficult to point to major quantitative achievements. However, the policies and programs contained in the first Housing Element are reaffirmed and their implementation programs given continued support.

3.3.8 Status of Existing Assisted Housing

State housing statutes adopted in 1989 (Chapter 1451) requires all housing elements to address by January 1, 1991 the potential conversion of existing assisted-housing development to non-low-income housing use. As discussed in Section 3.2.4 of the Updated Housing Element, Orinda has one assisted-housing development, known as Senior Village, which currently has a 20-year fixed subsidy, as well as fixed bylaws requiring that it continue to provide low and very-low income housing for seniors and disabled persons. These conditions are sufficient safeguards that these existing assisted-housing units will not be converted to market-rate dwellings within the time period defined by the General Plan.

3.3.9 Consistency with General Plan and Appropriateness of the Goals, Objectives and Policies

The 1990 Updated Housing Element does not represent a change from the goals of the General Plan, nor a change from goals defined in the 1987 Housing Element. Changes to housing policies and objectives contained in this document are considered to be minor relative to the 1987 Housing Element. Such changes are furthermore considered to be consistent with the provisions of all other elements of the current Orinda General Plan, and plans for congestion management, the Zoning Ordinance, and capital improvement programs. As stated above, review, evaluation or consideration of major revisions to the Housing Element at the present time is premature, and their appropriateness for the current planning period is not in question in this Updated Housing Element.

3.4 LAND INVENTORY

Table 3.13 and Figure 4 identify sites available for residential development. Most of these sites, except those in upper El Toyonal and the Gateway Valley, are considered infill sites. A total 672 units could be built on these identified sites.

TABLE 3.13**SITES AVAILABLE FOR DEVELOPMENT OF HOUSING****(Includes development of subdividable parcels; excludes approvals)**

Site Number/Location	Units Assumed^a	Approximate Acreage	Current Zoning
North Orinda			
Small Subdividable Parcels	8 SF DU		
Manzanita/St. Stephens			
Small Subdividable Parcels	4 SF DU		
El Toyonal			
4. Johnson Ranch ^b	22 SF DU	110	A-4
5. Seaborg Ranch ^b	10 SF DU	51	A-2/SD-1
Small Subdividable Parcels	6 SF DU		
Downtown^c			
6. Santa Maria Church ^d	96 MF DU	3.2	R-20/SD-1
Bates/Glorietta			
7. Southwood Estates	16 SF DU	43	R-20/SD-1
8. Knickerbocker Lane	16 SF DU	33	R-20/SD-1
Small Subdividable Parcels	8 SF DU		
Gateway			
9. Near Gateway Blvd. ^b	400 MF DU	40	A-2
Valley View/Hall Drive			
10. Crestview	6 SF DU	6	R-65 + R-20/SD-1
11. Lost Valley	3 SF DU	3	R-20/SD-1
12. Hall Drive	10 SF DU	8	R-20/SD-1
13. Orinda Oaks	27 SF DU	111	R-20/SD-1
Small Subdividable Parcels	5 SF DU		
South Orinda			
14. Lavenida	13 SF DU	10	R-12/SD-1
Small Subdividable Parcels	22 SF DU		
Total	672 units	418^e	

Note: SF DU = single-family dwelling units; MF DU = multifamily dwelling units

Since originally mapped, site numbers 1 and 2 have been approved for development, and site 3 has been acquired by the East Bay Municipal Utility District (EBMUD) as a watershed protection area.

^a Assumptions are preliminary estimates prepared to allow a projection of the number of housing units likely to be added in Orinda. The number of units listed for a given site should not be interpreted as a determination of appropriate density; the planning and approval process may result in higher or lower numbers.

Slope-density ordinance standards were applied using approximate determinations of slope. On sites designated by the Plan for Very Low-Density development, the number of sites was based on the acreage under 25 percent

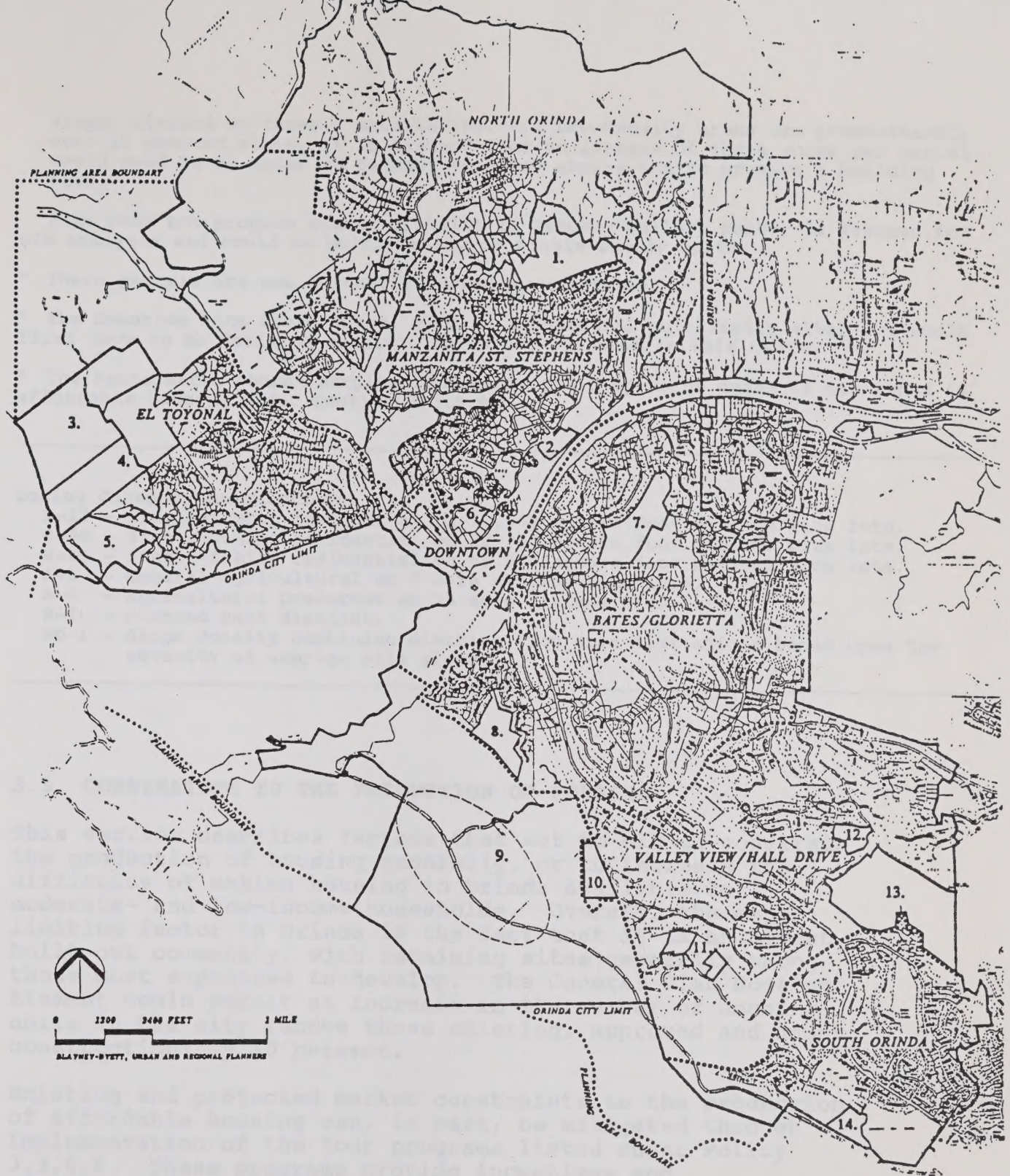


Figure 4 SITES FOR HOUSING DEVELOPMENT

(See Table 3-13 for description of sites)

..... ORINDA PLANNING SUBAREA BOUNDARY

slope, divided by three. Because the Very Low-Density areas are predominantly over 25 percent slope, it is assumed that an average of three acres per parcel would need to be under 25 percent to allow access and to provide a building site.

Plan does not propose number of units in Gateway Valley. Number is assumed for EIR analysis and could be multi-family or single-family units.

^b These parcels are not currently served by utilities.

^c The Downtown Pine Grove School site is a potential multifamily site, but would first have to be declared surplus, so is not included in this table.

^d The Santa Maria Church surplus land would yield up to 96 units if developed as affordable housing under Section 3.3.6.B.

Zoning Category Descriptions:

- R-12 - Single-family residential on 12,000 square foot minimum size lots.
 - R-20 - Single-family residential on 20,000 square foot minimum size lots.
 - R-65 - Single-family residential on 65,000 square foot minimum size lots.
 - A-2 - General agricultural on 5 acre minimum size lots.
 - A-4 - Agricultural preserves on 20 acre minimum size lots.
 - P-1 - Planned unit district.
 - SD-1 - Slope density combining district (lot area limitations based upon the severity of average site slope).
-

3.5 CONSTRAINTS TO THE PRODUCTION OF HOUSING

This section describes factors that act to either constrain the production of housing generally, or to increase the difficulty of making housing in Orinda available to moderate- and low-income households. Overall, the major limiting factor in Orinda is the fact that it is an almost built-out community, with remaining sites generally among those most expensive to develop. The General Plan Housing Element would permit an increase in the number of housing units in the city (above those existing, approved and under construction) by 10 percent.

Existing and projected market constraints to the production of affordable housing can, in part, be mitigated through implementation of the four programs listed under Policy 3.3.6.E. These programs provide incentives and opportunities for affordable units by: (1) reducing processing costs through permit fast-tracking and waiver or reduction of certain development fees; (2) dissemination of Federal, State and County housing assistance program information; (3) coordinating the efforts of a nonprofit housing agency; and (4) reducing production costs by

relaxing certain design standards. Further, since current market constraints are largely economic in nature, the foregoing programs can be combined with others designed to allow a reduction in unit size, thereby bringing such units within the reach of low- and moderate-income households.

3.5.1. Governmental Constraints

General Plan and Zoning Regulations. Orinda's land-use regulations designate remaining sites in a manner that will result in developing a character similar to that of the existing city. The Plan designates one site for multifamily housing at a density of up to 30 units per net acre for affordable senior housing. Two additional sites are identified as locations where multifamily housing might be added by a General Plan amendment.

The low-density development required by the City limits the number of units to be constructed in the city and increases housing cost. It must be recognized, however, that higher density is not necessarily equated with more affordable units, and that unregulated, the market is likely to produce units for households like those now living in the city rather than expanding housing opportunities for other income groups.

In order to significantly encourage affordable housing to be developed within multifamily land-use districts, the City is offering major incentives for the production of such housing. Section 3.3.6.E provides such incentives in the form of fast-tracking application processing, waiver or reduction of impact fees, and reducing design standards. These programs are intended to compensate for the market demand to develop only higher cost units.

Building Codes. The City requires construction to the standards of the Uniform Building Code.

Fees and Exactions. Applicants for development approvals and building permits now bear the costs of processing their applications. These costs are passed on to the home buyers through increased home prices. This practice is common throughout California.

Total development fees (including utility connections) for a single-family residence are approximately \$18,000. For a multifamily building with seven units, fees would total approximately \$100,000 or just over \$14,500 per unit. Considerable further costs may be incurred if preparation of

an Environmental Impact Report is necessary, which is considered to be likely for multifamily development and major subdivisions in Orinda.

Payment for connections to sewer and water systems are the responsibility of the developer. Additionally, developers must aid in providing public amenities for residents of their projects by contributing either land or in-lieu fees.

The City currently levies an in-lieu park-dedication fee of \$3,186 per detached single-family unit for acquisition and improvement of new park facilities. In addition, the City collects traffic fees of \$2,800 for each single-family unit, or \$2,100 for second or multiple-family units. Drainage fees of \$.56 per square foot of impervious surface are also collected, which can typically amount to about \$2,500. Collectively, these fees would represent a significant disincentive to the production of affordable housing; however, Program 3.3.6.E.1 would waive or reduce these fees for affordable units in multi-family projects, thus removing this constraint. In addition, this same program provides for an accelerated processing of projects containing affordable units, thereby increasing the relative attractiveness of such projects to prospective developers.

Project Processing and Improvement Requirements.

Residential development application review by the City of Orinda is typical of most Bay Area cities and presents no additional constraints to affordable housing. With the exception of rezonings (which require City Council approval) all tentative subdivision maps and development plans are subject to approval by the Planning Commission. The City Design Review Board reviews many residential projects.

On- and off-site improvements required for residential projects in Orinda are also typical of most other Bay Area cities and present no additional constraints to affordable housing. In addition, reductions to normal on- and off-site improvement standards may be permitted by the City through the implementation of Section 3.3.6.E.4.

Federal Programs. Historically, federal programs have been instrumental in financing subsidized housing. Since 1981, however, there have been drastic reductions in the federal government's involvement in assisting in housing production. Annual appropriations for federal housing assistance programs fell from \$27 billion to \$9.9 billion between 1981 and 1984. Currently, there are no federal programs providing funds for the construction of housing for families.

While Orinda would be an unlikely location for subsidized housing whatever the federal funding policies, it is important to recognize that the federal withdrawal from involvement in housing places a greater emphasis on the role that all jurisdictions must play in providing affordable housing.

3.5.2. Nongovernmental Constraints

Availability of Financing/Interest Rates. Prevailing interest rates affect the rate of construction and cost of new units as well as the ability of households to purchase homes. Falling interest rates in 1986 have reduced costs for home-buyers and increased the number of households able to qualify for home loans. Table 3-10 identifies the variation in affordable prices for different income groups, based on two different assumed interest rates.

Land Costs. High land costs in Orinda contribute to the price of housing. Existing half-acre lots are generally priced above \$150,000, with many lots priced in excess of \$300,000. Table 3.10 indicates the highest unit price affordable to moderate-income households is \$188,200, assuming an interest rate of 10 percent. Substandard lots, many of which are less than one-third the size of the standard lots, with limitations on allowable house size, would be expected to be available for much lower prices. These substandard lots often have topographical and soils problems which make building costs expensive.

Potential multifamily sites would have considerably lower land costs per unit. The per-unit cost of purchasing the surplus Santa Maria Church for development of multifamily units at a density of 10 units per acre. However, the per-unit cost at the higher density allowed for affordable senior housing on this site (30 units per acre) could be as low as \$3,000.

Cost of Construction. As reported by the Construction Industry Research Board, construction costs in the Bay Area rose by approximately 43 percent from 1985 to 1989. Cost for a standard-quality single-family residence in the Bay Area as of September 1990 was estimated at \$150,000. A developer active in Orinda reports construction costs of \$75 per square foot for a one-story, 2,200-square-foot home. Constructing units of the size, quality and amenities common in Orinda adds considerably to construction costs. A developer of patio homes in the area reports costs of about \$75 per square foot for construction, and total contract construction costs (excluding design, approval, financing, sales costs and fees) of about \$100 per square foot. There

is a strong correlation between increases in land costs and rising construction costs in that builders generally do not locate inexpensive homes on expensive lots.

Geologic Constraints. Unstable soils, steep slopes, landslide susceptibility and other hazardous conditions limit the potential intensity of residential land use in many areas. These conditions also limit the number of dwellings that can safely be accommodated on a given parcel. These conditions create the need

for expensive soils analysis, grading and construction techniques, and geologic hazards have an inflationary impact on housing prices.

Community Concerns. The Housing Element and other elements of the Plan have been developed in large part through the efforts of a volunteer committee of Orinda residents. Non-committee members have participated through a series of public meetings. Throughout the process, there has been a clear community preference for adding diversity to the housing market while maintaining single-family character to the greatest extent possible. These preferences are expressed in the Plan.

3.6. OPPORTUNITIES FOR ENERGY CONSERVATION

The State of California sets energy conservation standards for new residential construction. The City can promote energy conservation in project design through a variety of measures.

It is in approving site plans that the City can assure new developments will have energy efficient design. Prior to project approval, the City can require developers (or their designers) to demonstrate that energy conservation and solar orientation have been a consideration in site and landscape design.

Many state and federal programs for energy conservation (including tax credits and zero-interest-rate loans) were terminated at the end of 1986. PG&E offers residential customers free energy audits and other energy-conservation incentives. Orinda residents may also take advantage of a cheaper off-peak rate (peak hours being from 2 PM to 6 PM) if they pay for installation of a special meter.

The City should work with local utilities and public energy agencies to identify key energy conservation measures relevant to the city. Appropriate ordinances and

information dissemination to assure an energy conserving building stock should be developed from such investigations.

Footnotes:

1. (from page 28) Different figures for persons per household or persons per unit for different time periods appear in this Updated Housing Element. The 1980 U.S. Census figure is 2.87 persons per occupied housing unit. A 2 percent vacancy rate existed in 1980, so the household population divided by the total number of housing units was 2.80. The state Department of Finance has reported that there were 2.757 persons per unit in Orinda in 1990. The ratio used to calculate population at buildout is 2.44 persons per household cited by ABAG for Orinda in 2005 (Projections '90). Vacancy assumptions are built into the 1995 and 2005 figures, but not specifically stated.
2. (from page 28) The nine-county Bay Region consists of: San Francisco, Marin, Sonoma, Solano, Contra Costa, Alameda, Santa Clara, San Mateo, and Napa counties.
3. (from page 33) Projection based on "Regional Economic-Demographic System" (REDS) utilized by ABAG since 1986, an analytical and econometric model which considers behavior for industry sectors, available data and projections from historical data.
4. (from page 47) This figure is from the 1980 Census. Since that time, 150 one-bedroom units have been built in the Senior Village.
5. (from page 48) Open-occupancy units are defined as those units available to all applicants and not only to certain groups, such as seniors or low-income families.

OVERVIEW

This section includes three state-mandated elements: the Conservation Element, the Safety Element, and the Noise Element. Material in these sections presents the environmental setting in Orinda and discusses several factors that directly affect the location of new development in Orinda. These include: location of wildlife habitats, creeks, landslides, and earthquake faults.

The description of Orinda in this section reveals some of the components of the semi-rural character of the City: undeveloped ridgelines and hillsides, heavy tree cover and other natural vegetation, limited grading and disturbance of existing topography, unchanneled creeks and their associated plant and animal environments, and visible vacant land within and surrounding residential areas.

Each of the following elements contains setting information for individual topics, a brief discussion of issues, and guiding and implementing policies. Not all background information is included in the General Plan document. Additional information for many of these topics is included in the Environmental Impact Report on the General Plan.

4.1 CONSERVATION ELEMENT

According to state law, topics to be considered in the Conservation Element which are pertinent to Orinda include: water and its hydraulic force; wildlife; prevention and control of the pollution of streams and other waterways; regulation of the use of land in stream channels; prevention, control and correction of the erosion of soils; protection of watersheds; the location, quantity and quality of the rock, sand and gravel resources; and flood control.

Historic and Archaeological Resources. Resources include both structures and sites. Historic and archaeological resources accepted for the National Register of Historic Places include the Orinda Theatre, American Trust Bank, and the Joaquín Moraga Adobe. Other historic sites are to be considered by the City for formal designation. Although unique historical and archaeological resources are offered some protection under State law, the Orinda General Plan provides additional protection for sites and structures of historic interest. Only a very small part of the Planning Area has been surveyed archaeologically and additional archaeological/historical sites may exist. Accordingly, the Plan provides a mechanism for further

archaeological/historical discovery, for maintaining a data base for this resource, and for protection of known historical resources.

Wildlife and Wildlife Habitats. The wide range of habitats found in regional park and watershed land surrounding the City and the proximity of EBMUD's wildlife refuge at the San Pablo Reservoir contribute to the abundance and variety of wildlife in Orinda. Information from the Natural Diversity Data Base of the California Department of Fish and Game shows that several rare or endangered species have been located in or near the Orinda Planning Area. State and federal law protects rare, threatened and endangered animal species by preserving habitats. Plants with these same designations are less protected, and State and Federal law requires only prior notification of any disturbance so that the plants can be removed.

General Plan policies seek to maintain the wide variety of wildlife in the Planning Area by preserving habitats. This will be achieved through the City's environmental review process, and by General Plan designation of open space and parks.

Creeks and Drainage. Orinda's creeks contribute to the semi-rural character of the City and provide valuable riparian habitat. San Pablo Creek is channelized in the downtown area, and Lauterwasser Creek is underground at Dalewood Drive, but creeks in other locations are in a natural state. The Contra Costa County Flood Control District is responsible for maintenance of the improved sections of San Pablo Creek, but maintenance of creeks elsewhere is the responsibility of landowners.

New development can cause increased runoff, erosion of slopes, accumulation of debris resulting in localized flooding and bank erosion, and pollution and sedimentation in creeks and downstream reservoirs. General Plan policies minimize these negative impacts by restricting residential development near creeks, and by requiring drainage studies as part of project approval.

Water Quality. The San Pablo and Briones EBMUD reservoirs are just north of the Planning Area. In order to minimize the risk of reservoir pollution from urban development, EBMUD has acquired much of the surrounding watershed. General Plan policies support the concept of keeping much of the land on the north and west of the City which drains into these reservoirs designated as parks, very low-density residential, and watershed land. This is for both water quality value and aesthetic value.

Flood Hazard and Control. Three dams regulated by the State of California are located in the Orinda area: San Pablo Dam, a hydraulic fill dam, owned by EBMUD; Briones Reservoir, an earthen dam, owned by EBMUD; and Lake Cascade Dam, an earthen dam, owned by the Orinda Country Club. The Division of Safety of Dams within the California Department of Water Resources has broad responsibilities over these dams to ensure that they meet adequate standards of public safety consistent with earthquake motions to which they may be subject. Periodic inspection of existing dams is carried out, and the owner is required to make any improvements found to be necessary.

Inundation maps reproduced by Contra Costa County show that in the event of a dam failure at the Briones Reservoir, land south of Briones Dam to San Pablo Reservoir would flood, as would land immediately to the east of San Pablo Dam Road and Camino Pablo. If Lake Cascade Dam were also to fail, flooding would affect additional land, extending almost to downtown Orinda. Failure of the San Pablo Dam would not cause flooding Orinda. Flood waters would flow toward the Bay.

No dam in Contra Costa County has failed as a result of earthquake shaking. No dams in the Orinda area straddle known active fault traces, and the dams are designed to withstand strong ground shaking. However, plans should recognize there is always a small possibility of dam failure under the stresses generated by a severe earthquake. In addition, Federal Insurance Administration flood hazard maps from the U.S. Department of Housing and Urban Development show a small area of Zone A land (100-year flood potential) immediately adjacent to San Pablo Creek, Lauterwasser Creek, and Lake Cascade.

Mineral Resources. The Orinda Planning Area contains two areas that may be designated by the State Mining and Geology Board as resource sectors for construction aggregate. These areas are mapped on Figure 5.

According to state law, following formal designation by the State Mining and Geology Board of an area as a resource sector, the affected city is required to prepare policies allowing a recovery of such resources. However, the City of Orinda has officially protested the possible designation of these sites as significant regional mineral resources, and the General Plan policies prohibit mineral resource extraction.

Air Quality. The closest air quality monitoring stations operated by the Bay Area Air Quality Management District in surrounding areas are in Richmond, Oakland and Concord.

These locations have experienced relatively few air quality problems, although Concord has recorded ozone levels exceeding federal standards. Additionally, as congestion increases on Highway 24, Orinda may experience locally high levels of carbon monoxide near the freeway when certain climatic conditions are present. Growth anticipated under the General Plan is likely to contribute only a very small proportion of the additional trips on Highway 24 between now and 2005. Therefore, General Plan policies can do little to influence air quality in the area.

4.1.1 Conservation Element: Guiding Policies

- A. *Preserve Orinda's historic structures and sites, unique trees and landforms.*
- B. *Preserve rare and endangered species.*
- C. *Preserve valuable wildlife habitats, particularly riparian habitats.*
- D. *Preserve oak woodlands and other native trees, and encourage planting and reforestation of oaks and other natives in hillside areas.*
- E. *Protect creeks from siltation, pollution, and debris buildup to minimize the danger of flooding in storms, to retain the aesthetic and habitat values of the creeks in their natural state, and enhance and restore them where possible. Prohibit major channelization.*
- F. *Achieve aesthetically sensitive grading that conforms to the natural contours, ensures safety and preserves trees and other vegetation to the greatest practical extent.*
- G. *Protect visually prominent ridgelines and hillsides from development.*
- H. *Protect San Pablo Reservoir and Briones Reservoir from pollution and siltation resulting from development within the Planning Area.*
- I. *Prohibit mineral resource extraction except as it is incidental to grading for development, safety, or recontouring of previously quarried areas. Quarrying and mining would be destructive to the environment of Orinda.*

- J. Open space to the north and west of the Planning Area adjacent to watershed areas and parks shall be preserved.
- K. Limit septic tanks to very low-density areas.
- L. Promote energy conservation programs and practices.
- M. Encourage preservation of EBMUD land for watershed and recreation use.
- N. Encourage undergrounding of power lines and replacement of utility towers with single poles.

4.1.2 Conservation Element: Implementing Policies

- A. Conduct an archival study of resources, map the general locations of resources, and review development proposals to determine the potential impacts on archaeological and historic resources and the need for more detailed study. Require additional study of development proposals on sites with moderate probability that such resources exist.
- B. Adopt a Landmarks Preservation Ordinance to protect structures, sites and areas having a special historical, architectural, natural, or aesthetic interest or value.
- C. Require environmental habitat assessment for any major development determined to be in an environmentally sensitive area.

This assessment will include an on-site inspection, and a written description of any habitats, plant and animal species observed, species likely to be present, likely impacts of the proposed project, and mitigation measures which will preserve the habitats.

- D. Where possible, maintain connecting open-space areas so that wildlife can have free movement through the area, bypass urban areas, and have access to adjacent regional parks and open space.
- E. Preserve drainage easements along creeks in order to protect adjacent buildings from flooding, and to preserve valuable riparian vegetation. Where riparian vegetation has to be disturbed for construction, re-vegetation with local riparian species is required. The City shall develop design policies for development near creeks.

- F. Develop a creek maintenance ordinance.
- G. Develop an erosion control ordinance.
- H. Review development proposals to ensure site design and construction methods that minimize soil erosion and volume and velocity of surface runoff, and mitigate impacts on properties below.

Soil erosion can result in siltation of creeks and eventual siltation in San Pablo Reservoir. Erosion can be controlled by limiting surface runoff, minimizing exposure of raw soil during storm season, early mulching and seeding of slopes, and temporary or permanent siltation ponds. Stream bank erosion can be prevented using upstream detention basins and siltation basins.

- I. Limit development in the proximity of reservoirs to prevent siltation and water contamination.
- J. Encourage the conservation of energy through the promotion of solar design, and recycling of newspaper, aluminum and bottles. Provisions should be made to allow for a conveniently located and screened recycling area in the downtown.
- K. Control noticeable accessory items such as windmills, solar panels, satellite dishes, antennas and domed inflated swimming pool covers by ordinance.
- L. Control septic tank use by ordinance. Septic tanks will be permitted only where they conform to City and County standards.
- M. Develop an ordinance pertaining to the planting, maintenance and removal of heritage trees and all trees on City property, and in

addition, consider a view preservation ordinance. The ordinance would include permit and worker certification requirements.
- N. Develop a comprehensive energy conservation plan. The plan should be coordinated with those of adjoining communities and utility companies and with experts in the field. It should include policies, ordinances and informational elements.

4.2 SAFETY ELEMENT

The Safety Element of the General Plan provides information for the protection of the community from unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, and dam failure; slope instability leading to landslides, subsidence and other geologic hazards; flooding; hazardous material accidents; and wildland and urban fires (Gov. Code, Sec. 65302[g]).

Seismicity. Like most cities in California and particularly the Bay Area, Orinda is located near several active earthquake faults within the San Andreas system. The closest active fault is the Hayward fault which passes through Berkeley and Kensington, and is located approximately four miles to the west. The Wildcat fault is located approximately two miles west of downtown Orinda. Based on its position and orientation it is reasonably considered to be a branch of the Hayward fault. Other faults in the area include the Pinole fault and the Moraga fault. Figure 6 shows named and unnamed faults in the Orinda area.

Landslides. Landsliding is a significant constraint on urban development in the Orinda area. Figure 7 shows landslide deposits as interpreted from aerial photography. Many of the intensively developed hillsides are relatively landslide-free, while the slopes of the Gateway Valley consist mainly of landslide deposits. Although geologic studies are relatively abundant, it is unrealistic to expect existing data for so large an area to be specific enough to validate or invalidate individual land-use proposals on marginal lands. Detailed, independent geotechnical studies are necessary for virtually all proposed subdivisions.

Flood hazard. Flood hazard and the potential for dam failure is discussed in the Conservation Element. Flooding does not present a significant risk to Orinda, although the potential for local flood damage caused by overtopping creeks during storms does exist.

Fire protection. The Orinda Fire Protection District is the primary fire protection agency in Orinda, although portions of the City are within the Contra Costa County Consolidated Fire Protection District or the Moraga Fire Protection District. The Orinda Fire Protection District operates three stations in Orinda: Downtown on Orinda Way; Orchard Road and Moraga Way, and Honey Hill Road and Via Las Cruces. In addition to fire fighting and fire inspection, the District also operates a weed abatement program in the

residential area, and makes recommendations concerning fire-resistant planting for new developments.

Fire hazards in Orinda are increased by the potential for wildfires on open-space lands, dense tree cover, and fire fighting on slopes. Orinda is within the area of Critical Fire Weather Class II, with 1 to 9.5 days a year of critical fire weather. Critical fire weather days are based on atmospheric humidity. Also contributing to the wildfire hazard are steep slopes and combustible vegetation. Most of the undeveloped slopes in Orinda are "High Hazard" as defined by the Fire Hazard Severity Scale; fire fighters have to deal with slopes of up to 60 percent, chaparral cover, and several days a year of critical fire weather.

Hazardous Materials. Although Orinda has no heavy industry and few firms likely to store hazardous materials in quantity, the possibility of a toxic materials accident exists. The EBMUD filter plant on Camino Pablo uses some toxic chemicals. The main risk relates to the transportation of hazardous materials on Highway 24, and on Camino Pablo and Moraga Way. Transportation of some hazardous materials (flammable materials, liquid petroleum gas, or poisonous gas in tank trucks) through the Caldecott Tunnel is limited to between 3 a.m. and 5 a.m. by the California Vehicle Code (Section 31301). There are no restrictions on transportation on the remainder of Highway 24. Drivers may use any route through Orinda unless a local ordinance designates truck routes. Highway 24 is not designated by the California Highway Patrol as an approved route for explosives, and therefore none should be carried on this highway.

A general policy on hazardous materials is included in the Plan. Further policies concerning truck routes and response to toxic material accidents will be developed for the Emergency Preparedness Plan.

Evacuation Routes. In the event that Highway 24 is closed, there are few routes out of Orinda, particularly routes leading to the west. The Emergency Preparedness Plan will designate evacuation routes for use in the event of a City-wide emergency.

4.2.1 Safety Element: Guiding Policies

- A. *Geologic and seismic hazards shall be mitigated or development shall be located away from geologic and seismic hazards in order to preserve life and protect property.*

- B. Encourage a high level of fire protection and fire-prevention education.
- C. Development shall be located away from flood-prone areas unless flood risks can be mitigated.
- D. Provide public protection from hazards associated with the use, storage and transportation of hazardous materials.

4.2.2 Safety Element: Implementing Policies

- A. A geotechnical investigation and report, including assessments of seismic and landslide risks shall be required for new development in Orinda, including single-family residences unless exempted by the City of Orinda. Any other facility that could create a geologic hazard, such as a road on hillside terrain, must also have such an investigation.
- B. Evidence of probable geologic hazard will require a geotechnical study by a registered soil engineer or registered geologist to be reviewed by geotechnical consultants selected by the City.
- C. Study alternative mechanisms to include in an ordinance which ensures that necessary geotechnical improvements in new subdivisions are permanently maintained to provide protection to on-site and off-site homeowners to the greatest feasible extent.
- D. Develop grading and drainage regulations to ensure long-term stability of the finished site and individual lots to meet Conservation Element policies and to protect Orinda streets from construction damage.
- E. Land development shall be consistent with the natural carrying capacity of nearby creeks, streams and other waterways.
- F. Encourage a high level of fire protection to residential and commercial development.
- G. Ordinances shall be developed requiring fire protection features, such as: fire-retardant roof material for new and replacement roofs, sprinklers for new construction, adequate provisions for emergency access, and other fire protection features.

- H. *Minimize damage from grass fires through the development of firebreaks in dedicated open space and fire-access easements.*

Firebreaks and fire-access easements should be made a condition of project approval.

- I. *Reduce the level of risk from toxic and hazardous materials in Orinda by regulating the transportation and storage of these materials into, through, and out of Orinda, and through an educational program on the proper disposal methods for hazardous, toxic and polluting materials.*
- J. *Prepare and adopt fire-resistant landscaping requirements for new subdivisions.*

The Orinda Fire Protection District currently uses guidelines developed by the State Department of Forestry. A committee will be appointed to review these guidelines and develop an ordinance for Orinda.

- K. *Establish standards for public and private roads that ensure adequate access for fire-protection equipment.*
- L. *Develop and implement an Emergency Preparedness Plan.*
- M. *Develop appropriate floodplain management ordinances and related measures consistent with official HUD flood-hazard boundary maps.*
- N. *Cooperate with other agencies to assure adequate medical and other emergency services.*
- O. *Develop an ordinance requiring posting of the use of toxic materials.*

4.3 NOISE ELEMENT

Traffic is the primary source of continuous noise in Orinda. Noise contour maps (Figures 8 and 9) have been prepared for 1985 noise conditions and for projected 2005 noise levels. The 1985 contours were developed using a combination of noise modeling and measurement techniques. Three types of measurements were made: a continuous 24-hour measurement along Moraga Way to determine the typical daily variation in noise levels in Orinda; 15-minute measurements with traffic counts along Camino Pablo and Moraga Way; and a series of five-minute spot measurements throughout the Highway 24 corridor to evaluate the influence of terrain on the location of the noise contours in this area. The location



Figure 8: 1985 NOISE CONTOURS



Figure 9: 2005 NOISE CONTOURS

60
65

FUTURE Ldn IN DECIBELS

Ldn (day/night average sound level): divides 24 hours into day and night periods, and adds on 10 dBA "penalty" to nighttime noise.

SOURCE: CHARLES M. SALTER ASSOCIATES, INC.

of the noise measurements are shown on Figure 7, and the noise measurements are described in Table 4.1.

The day/night average noise level (Ldn) describes 24-hour average noise levels measured in decibels (dBA) taking account of increased sensitivity to noise during nighttime hours. Sound levels between 10 p.m. and 7 a.m. are penalized 10 decibels (dB). The dB scale is logarithmic; a 3 dB difference is normally discernible and a 10 dB increase is subjectively heard as a doubling in loudness.

Improvement of the noise environment for homes adjoining Camino Pablo and Moraga Way will be difficult because openings for access would make a sound wall ineffective. Along Highway 24 the line between the sound source and most homes above could not be blocked by a sound wall.

4.3.1 Noise Element: Guiding Policies

- A. *Where practical, mitigate traffic noise to acceptable levels.*
- B. *Prevent unnecessary noise from all sources.*

4.3.2 Noise Element: Implementing Policies

- A. *Require an acoustical study and any necessary noise level mitigation where new residential or commercial development is proposed along the Highway 24 corridor and adjacent to major arterials where projected noise contours are 60 Ldn or more.*
- B. *Review all multi-family development proposals within the projected 60 Ldn contour for compliance with noise standards (45 Ldn in any habitable room) as required by State law.*
- C. *Develop ordinance to limit noise created by temporary activities such as building construction to the shortest duration possible, and to daytime hours wherever possible. All reasonable noise mitigation measures would be used.*
- D. *Incorporate appropriate noise mitigation in Gateway Valley road designs where existing or planned residential development would be affected.*
- E. *Encourage owners of homes subject to traffic noise nuisance to install noise insulation and to make design*

modifications that would improve the noise environment.
Consider providing technical advice.

F. Adopt a comprehensive noise ordinance.

Source	Year	Length of Measurement	Start Time	Day	Calculated dB(A) (200)
1	12-12-88	2 min.	10:30 a.m.	52	55
2	12-12-88	2 min.	10:30 a.m.	50	50
3	12-12-88	2 min.	10:30 a.m.	50	50
4	12-12-88	2 min.	10:30 a.m.	50	50
5	12-12-88	2 min.	10:30 a.m.	50	50
6	12-12-88	2 min.	10:30 a.m.	50	50
7	12-12-88	2 min.	10:30 a.m.	50	50
8	12-12-88	2 min.	10:30 a.m.	50	50
9	12-12-88	2 min.	10:30 a.m.	50	50
10	12-12-88	2 min.	10:30 a.m.	50	50
11	12-12-88	2 min.	10:30 a.m.	50	50
12	12-12-88	2 min.	10:30 a.m.	50	50
13	12-12-88	2 min.	10:30 a.m.	50	50
14	12-12-88	2 min.	10:30 a.m.	50	50
15	12-12-88	2 min.	10:30 a.m.	50	50
16	12-12-88	2 min.	10:30 a.m.	50	50
17	12-12-88	2 min.	10:30 a.m.	50	50
18	12-12-88	2 min.	10:30 a.m.	50	50
19	12-12-88	2 min.	10:30 a.m.	50	50
20	12-12-88	2 min.	10:30 a.m.	50	50
21	12-12-88	2 min.	10:30 a.m.	50	50
22	12-12-88	2 min.	10:30 a.m.	50	50
23	12-12-88	2 min.	10:30 a.m.	50	50
24	12-12-88	2 min.	10:30 a.m.	50	50
25	12-12-88	2 min.	10:30 a.m.	50	50
26	12-12-88	2 min.	10:30 a.m.	50	50
27	12-12-88	2 min.	10:30 a.m.	50	50
28	12-12-88	2 min.	10:30 a.m.	50	50
29	12-12-88	2 min.	10:30 a.m.	50	50
30	12-12-88	2 min.	10:30 a.m.	50	50

Notes:

1. See Figure 3.
2. Leq - Sound level for averaging period.
3. Cdn - Community noise equivalent.
dB(A) - A-weighted decibels. (A-weighting is a method of weighting frequencies to correspond to the way sound is perceived by the human ear.)

Source: Charles H. Satter Associates, Inc.

TABLE 4.1: SUMMARY OF NOISE MEASUREMENTS

Location Number ¹	Day	Length of Measurement	Start Time	Leq ² (dBA)	Calculated Ldn ³ (dBA)
1	12-19-85	5 min.	10:00 a.m.	52	55
2	12-19-85	5 min.	10:06 a.m.	55	58
3	12-19-85	5 min.	10:15 a.m.	72	75
4	12-19-85	5 min.	10:25 a.m.	55	58
5	12-19-85	5 min.	10:35 a.m.	51	54
6	12-19-85	5 min.	10:42 a.m.	53	56
7	12-19-85	5 min.	11:00 a.m.	66	69
8	12-19-85	5 min.	11:08 a.m.	48	51
9	12-19-85	5 min.	11:20 a.m.	52	55
10	12-19-85	5 min.	11:23 a.m.	63	66
11	12-19-85	5 min.	11:33 a.m.	70	73
12	12-19-85	5 min.	11:45 a.m.	52	55
13	12-19-85	5 min.	11:52 a.m.	63	66
14	12-19-85	5 min.	Noon	70	73
15	12-19-85	5 min.	3:00 p.m.		66 (measured)
16	12-19-85	5 min.	3:30 p.m.	66	68
17	12-19-85	5 min.	4:23 p.m.	69	71

Notes:

1. See Figure 7.
2. Leq - Sound level for monitoring period.
3. Ldn - Day/night noise equivalent.
dBA - A-weighted decibels. (a-weighting is a method of weighting frequencies to correspond to the way sound is perceived by the human ear.)

Source: Charles M. Salter Associates, Inc.

5.0 GROWTH MANAGEMENT ELEMENT

5.1 PURPOSE AND AUTHORITY

5.1.1 Purpose

The purpose of the Growth Management Element of the Orinda General Plan is to establish policies and standards for traffic Levels of Service, and performance standards for parks, fire, police, sanitary facilities, water and flood control in order to ensure generally that public facilities are provided consistent with the standards adopted in this Element. The Growth Management Element also contains a discussion of housing options and job opportunities on a city, subregional and countywide basis. By adopting and implementing this Element, the City of Orinda intends to comply with the requirements of the Contra Costa Transportation Improvement and Growth Management Program (Measure C) and to establish a comprehensive, long-range program that will match the demands for public facilities generated by new development with plans, capital improvement programs and development mitigation programs. This Growth Management Element is a framework for the City to use and, as with other General Plan elements, it can be amended over time as needed.

5.1.2 Authority

The Growth Management Element is adopted pursuant to the authority granted to local jurisdictions by Section 65303 of the Government Code of the State of California which states:

"The general plan may include any other elements or address any other subjects which, in the judgement of the legislative body, relate to the physical development of the county or city."

The Growth Management Element is consistent with the other elements of the Orinda General Plan.

The Growth Management Element is also consistent with the requirements of the Contra Costa Transportation Improvement and Growth Management Program (Measure C), approved by Contra Costa voters in 1988.

5.2 PUBLIC PARTICIPATION

Public participation in the development of the Growth Management Element occurred through an introductory Planning Commission study session held on February 5, 1991. Hearings were subsequently conducted by the Planning Commission and

City Council which were open to the general public. A 45-day public review period for the draft Growth Management Element and supporting environmental documents was provided prior to adoption. Also, copies of the draft Element documents were forwarded to neighboring jurisdictions, the Southwest Area Transportation Planning Committee, Contra Costa Transportation Authority, and other interested organizations and individuals.

5.3 TRAFFIC SERVICE STANDARDS AND PROGRAMS

5.3.1 Introduction

Traffic service standards and programs in the Growth Management Element are intended to complement policies in the Land Use and Circulation Elements of the Orinda General Plan. These traffic standards and programs must be implemented in order to adequately resolve regional traffic issues faced by Orinda residents. Cooperation from special districts and nearby jurisdictions in the planning of growth and management of traffic congestion will be required to accomplish policies contained within this Element. Background traffic information is contained within the Technical Supplement of the General Plan.

5.3.2 Standards and Related Policies

A. Routes of Regional Significance. The City of Orinda, in cooperation with the Southwest Area Transportation Planning Committee ("SWAT") and the Contra Costa Transportation Authority ("CCTA"), has designated State Highway 24 as the City's single Route of Regional Significance. Additional routes may be proposed by the City, approved by SWAT and adopted by the CCTA. Orinda has and will continue to participate with other agencies in developing Action Plans for Routes of Regional Significance in Contra Costa County.

B. Standards for Basic Routes. All signalized intersections not designated as Routes of Regional Significance are classified as Basic Routes. The following standards apply to signalized intersections on Basic Routes as described in Policy 5.3.3.C.

Rural: LOS low-C (70 to 74) v\c

Semi-Rural: LOS high-C (75 to 79) v\c

Suburban: LOS low-D (80 to 84) v\c

Urban: LOS high-D (85 to 89) v\c

Central Business District: LOS low-E (90 to 94)
v\c

As indicated in Table 5.1, all signalized Orinda intersections are designated either "Suburban" or "Central Business District".

C. Application of Standards. Standards apply to signalized inter-sections on all Basic Routes unless the City of Orinda and the CCTA make Findings of Special Circumstances in accordance with Policy 5.3.2.D.

**TABLE 5.1 MINIMUM TRAFFIC LEVEL OF SERVICE FOR BASIC ROUTE
 SIGNALIZED INTERSECTIONS**

	BASIC ROUTE SIGNALIZED INTERSECTION	LAND USE CATEGORY	MINIMUM LEVEL OF SERVICE
1.	Manzanita Drive/ Camino Pablo	Suburban	Low-D (80 to 84) (V/C)
2.	Miner Road/ Camino Pablo	Suburban	Low-D (80 to 84) (V/C)
3.	Orinda Way/ El Toyonal/ Camino Pablo	Central Business District	Low-E (90 to 94) (V/C)
4.	Camino Sobrante/ Camino Pablo	Central Business District	Low-E (90 to 94) (V/C)
5.	Santa Maria Way/Orinda Way	Central Business District	Low-E (90 to 94) (V/C)
6.	Santa Maria Way/ Camino Pablo/ Hwy 24 westbound on-ramp	Central Business District	Low-E (90 to 94) (V/C)
7.	Moraga Way/ Camino Encinas/ Camino Pablo	Central Business District	Low-E (90 to 94) (V/C)
8.	Glorietta Blvd./ Moraga Way	Suburban	Low-D (80 to 84) (V/C)
9.	El Camino Moraga/ Moraga Way	Suburban	Low-D (80 to 84) (V/C)
10.	Ivy Drive/ Moraga Way (Joint with Moraga)	Suburban	Low-D (80 to 84) (V/C)

The City of Orinda and the CCTA find that Level of Service standards are considered to be met if:

(i.) Measurement of actual conditions at the intersections indicates that operations are equivalent to or better than those specified in the standard; or

(ii.) Orinda's Five-Year Capital Improvement program includes projects which, when constructed, are projected to result in operations better than or equivalent to those specified in the standard.

D. Findings of Special Circumstances. For any Basic Route signalized intersection that will not meet Level of Service standards as described in Policy 5.3.2.C, the City may request and the CCTA may make Findings of Special Circumstances, as described in Policy 5.3.3.D.

5.3.3 Implementing Policies and Programs: General (Required)

A. Local Development Mitigation Program. The City has adopted and will continue to implement the Transportation Improvement Program Fee Ordinance requiring developers to mitigate impacts of their development projects on the local and regional transportation system. Impacts may be mitigated on Regional Routes, Basic Routes or transit systems.

B. Local Street Maintenance and Improvement Funds. Transportation projects intended to meet or maintain Level of Service standards, to implement Action Plans for Regional Routes, and to provide mitigation for intersections subject to Findings of Special Circumstances, may be funded through use of Local Street Improvement and Maintenance Funds allocated by the CCTA. In no case will revenue from that source replace private developer funding for transportation projects determined to be required for new growth to meet or maintain standards. Measure C funding may also be used for other CCTA-authorized transportation benefits such as transportation planning studies or for maintenance and rehabilitation projects not directly related to attainment of standards.

C. Achieving Level of Service Standards. In the event that any Basic Route signalized intersection does not meet adopted standards, the City will, in order to attain the standards specified in Policy 5.3.2.B, consider amendments to the General Plan, Zoning Ordinance, Capital Improvement Program or other relevant plans and policies.

D. Findings of Special Circumstances. If such amendments as are described in Policy 5.3.3.C are not possible or feasible for reasons discussed as "Criteria for Findings of Special Circumstances" in materials published by the CCTA, the City may

prepare a request for Findings of Special Circumstances. It will be submitted to the CCTA, consistent with the procedure prescribed by the CCTA. The request shall include identification of alternative standards and proposed mitigation measures and programs.¹

E. Capital Improvement Programs. Capital projects sponsored by the City and necessary to maintain and improve traffic operations will be included in the Five-Year Capital Improvement Program. Funding sources for such projects as well as intended project phasing will be generally identified in the Capital Improvement Program.

F. Multijurisdictional Transportation Planning. The City will participate in multijurisdictional transportation planning by sharing in the activities of the Southwest Area Transportation Planning Committee (SWAT), including development of Regional Route Action Plans; and cooperating in planning for intersections subject to Findings of Special Circumstances located in other jurisdictions when it is believed by the City of Orinda that local actions contribute to conditions at such intersections.

G. Conflict Resolution. The City will participate in the CCTA's conflict resolution process, as needed.

H. Implementation of Action Plans. Following adoption of Regional Route Action Plans by the SWAT and the CCTA, the City will implement specified local actions in a manner consistent with adopted Actions Plans.

I. Transportation Demand Management. As part of the program to attain traffic service standards, the City has adopted and is implementing a Transportation Demand Management (TDM) ordinance.

J. Compliance Reporting. For the purposes of reporting to the CCTA on compliance with the Growth Management Program, the City will complete and submit required checklists. For monitoring of compliance with adopted standards, a list of Reporting Intersections on Basic Routes will be prepared and maintained by the Orinda Public Works Department.

5.3.4 Implementing Policies and Programs: Review of Development Applications

¹ The CCTA can accept Findings of Special Circumstances based on one or more of these four criteria: 1) a high proportion of through traffic; 2) an inability to fund improvements required to bring an intersection into compliance; 3) impacts to the environment and neighborhood character that are in conflict with General Plan policies and objectives; and, 4) a conflict with economic development or other local objectives included in the General Plan.

A. Traffic Impact Study Requirements. As part of the application review process for development projects estimated to generate over 50 peak-hour vehicle trips, the City will conduct a traffic impact study consistent with the Technical Guidelines published by the CCTA.

B. Findings of Consistency with Standards. No development project expected to generate over 100 peak-hour vehicle trips in the peak direction at signalized intersections will be approved unless the City has made Findings of Consistency with the Level of Service Standards adopted in Section 5.3.2.

Findings of Consistency may be made only if a traffic impact analysis shows that project approval is consistent with adopted Action Plans with respect to Routes of Regional Significance and will not result in violation of adopted standards at any Basic Route signalized intersections unless (1) projects included in the Five-Year Capital Improvement Program will result in attainment of the standards, or (2) Findings of Special Circumstances including imposition of appropriate mitigation measures have been adopted by the City and the CCTA.

5.4 OTHER PERFORMANCE STANDARDS

5.4.1 Introduction

Performance standards for six urban services are established in this section. Each represents a commitment by the City to either provide for or cooperate with the responsible agencies to provide for adequate capital facilities relating to parks, fire, police, sanitary facilities, water and flood control to serve future development.

Agencies currently providing these services are as follows:

<u>Parks</u> -	City of Orinda
<u>Fire</u> -	Orinda Fire Protection District, Moraga Fire Protection District and Contra Costa County Consolidated Fire Protection District
<u>Police</u> -	City of Orinda (through a contract with the Contra Costa County Sheriff's Department)
<u>Sanitary Facilities</u> -	Central Contra Costa Sanitary District
<u>Water</u> -	East Bay Municipal Utility District (EBMUD)
<u>Flood Control</u> -	City of Orinda

The City specifies that these performance standards pertain to the development review process and should not be construed as applying to existing development. Proposed developments must include mitigation measures to ensure that new development is paying its fair share towards the maintenance of the intended levels of service. Modifications to these standards may be accomplished by City Council resolution.

5.4.2 Performance Standards

- A. Parks - Dedication of parkland or payment of an in-lieu parkland dedication fee equivalent to five acres of parkland per 1,000 residents for new residential development. This standard is referenced in Orinda's Park Dedication & In Lieu Fee Ordinance and General Plan Policy 2.2.1.E.
- B. Fire - Respond to all structural fires with three engine companies.
- C. Police - Provide capital facilities sufficient to maintain an average two-beat minimum patrol configuration.
- D. Sanitary Sewer - Capacity to carry and treat 100 gallons per capita per day for residential uses and 1,500 gallons per acre per day for commercial uses. Sewer mains should be designed to be 2/3 full and trunk lines should be designed to be 100% full.

The liquid capacity of a septic tank serving any residential use shall be based on the total number of bedrooms in the dwelling. The minimum capacity for two bedrooms or less is 1,000 gallons. For each additional bedroom add 250 gallons. This standard is taken from the Environmental Health Division's regulations for installation of individual sewage disposal systems (Chapter 420-6 of the Ordinance Code of Contra Costa County).

- E. Water - Provide a secure, reliable, high quality water supply to customers.
- F. Flood Control - Enforce provisions of existing Ordinance regulating development in areas of Special Flood Hazards (Ordinance 87-13) and provisions of existing Flood Control Ordinance and Subdivision Ordinance for new development (Title 9 and 10 of the Ordinance Code of Contra Costa County).

5.4.3 Implementation Policies and Programs for Capital Projects

A. Development Mitigation Program. The City will adopt and implement a development mitigation program to ensure that new growth is paying its share of the costs associated with the provision of facilities for services provided by the City including parks, police and flood control. Working with other agencies, the City will assist and facilitate in the adoption and implementation of a development mitigation program to ensure that new growth is paying its share of the costs associated with the provision of facilities for services not provided by the City including fire, sanitary facilities and water.

B. Findings on Performance Standards. The City will approve development projects only after making findings that one or more of the following conditions are met:

- (1) Assuming participation in adopted mitigation programs, an approved project will be required to contribute its share toward maintenance of performance standards identified in Section 5.4.3; or
- (2) Because of the characteristics of the development project, project-specific mitigation measures are needed in order to contribute toward maintenance of standards, and such measures will be required of the project sponsor; or
- (3) Capital projects planned by the City or special district(s) will contribute toward maintenance of standards.

C. Capital Improvement Program. Capital projects sponsored by the City and necessary to contribute toward levels of performance shall be identified in the Five-Year Capital Improvement Program. Funding sources of the projects as well as intended phasing shall be generally identified in the Capital Improvement Program.

D. Contributions to Improvements. All new development projects shall contribute to or participate in the improvement of the parks, fire, police, sanitary, water and flood control systems in proportion to the demand generated by project occupants and users as determined by the City.

GLOSSARY OF TERMS

- 1) **Arterial Street** - A major street with controlled intersections carrying the traffic of local and collector streets to and from the freeway and other major streets, with controlled intersections.
- 2) **Collector Street** - A street for traffic moving between arterial and local streets.
- 3) **Density Transfer** - The conveyance of density credit designated by the General Plan from one parcel to another, within the same project.
- 4) **General Plan Land Use Map Designation** - The General Plan Land Use Map designates general categories of permitted uses and ranges of acceptable developmental densities desired within the General Plan planning period (1987 - 2007).
- 5) **Local Street** - A street providing direct access to properties and designed to discourage through traffic.
- 6) **Local Use** - A commercial retail and/or office use serving a market in which the majority of business trade is derived from the Lamorinda area.
- 7) **Planning Area** - Land located within the Orinda City limits and minor unincorporated portions of land enclosed with the "Planning Area boundary" lines shown on the General Plan map (Figure 1).
- 8) **Regional Use** - A commercial retail and/or office use serving a market in which the majority of business trade is derived from outside the Lamorinda market.
- 9) **Semi-Rural Character** - The Orinda living environment characterized by heavy mature tree growth and open meadows on a hilly topographical setting, relatively undisturbed ridgelines and creeks, major open space areas and large lot homes served by a rural street system, and as further defined in Section 2.1.
- 10) **Slope Density Ordinance** - County Code, Chapter 814-2 adopted by Orinda in 1985 places restrictions on the subdivision and development of land zoned with a slope density combining district. Key provisions of the ordinance require design review of new development and a minimum parcel size requirement which increases the minimum lot area correspondingly with the severity of the site slope.
- 11) **Sphere of Influence** - A plan for the probable ultimate physical boundaries and service area of Orinda as determined by the Local Agency Formation Commission.

- 12) **Village Character** - A commercial area of relatively low density with a predominance of small-scale, low-lying buildings with varying architectural styles (generally not exceeding two stories) fronting on streets or landscaped plaza-like spaces.
- 13) **Zoning Map Land Use Designation** - The Zoning Map designates specific categories of permitted uses such as agricultural, single-family residential, commercial, etc., and minimum parcel sizes currently desired. State law requires that zoning map designations be consistent with the General Plan.

b\general.plnMarch 3, 1995

BEFORE THE CITY COUNCIL OF THE CITY OF ORINDA

In the Matter of:

Amending the City of Orinda)
General Plan (GPA-02-92))
_____)

Resolution No. 51-92

Sections 65350 to 65351 of the Government Code of the State of California prescribe the procedures for adopting and amending the City's General Plan; and

By Resolution No. 30-87, adopted on May 20, 1987, the City Council adopted the City of Orinda General Plan;

The City of Orinda proposed to amend the General Plan by adopting a new Growth Management Element, in meeting the requirements of Measure C, the Contra Costa Transportation Improvement and Growth Management Program.

On May 5 and June 2, 1992, the Planning Commission held public hearings on the proposed General Plan Amendment, and voted to recommend that the City Council adopt the Growth Management Element.

The City Council held public hearings on the proposed amendment to the General Plan on June 23 and July 28, 1992; and

At its August 11, 1992 meeting, the City Council approved a General Plan Amendment which adds a new Growth Management Element.

NOW, THEREFORE, the City Council of the City of Orinda resolves as follows:

1. The Negative Declaration (statement of no significant environmental impact) for this project is approved.
2. The City of Orinda General Plan is amended to include a Growth Management Element.

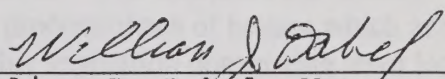
Adopted by the City Council of the City of Orinda at its regular meeting held on August 11, 1992, by the following vote:

AYES: COUNCILMEMBERS: Guidotti, Heggie, Knebel, Landers,
Dabel

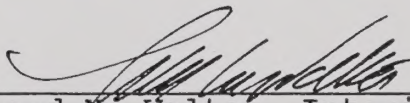
NOES: COUNCILMEMBERS: None

ABSENT: COUNCILMEMBERS: None

ATTEST:



William J. Dabel, Mayor



Leland M. Walton, Interim City Clerk

BEFORE THE CITY COUNCIL OF THE CITY OF ORINDA

IN THE MATTER OF:

An Urgency Ordinance Requiring)
Design Review for all New)
Single-Family Residences)
_____)

ORDINANCE NO. 98-4

The City Council of the City of Orinda DOES ORDAIN as follows:

SECTION 1.

The City Council of the City of Orinda determines that there is an urgent need for design review of all new homes proposed to be built in Orinda. Current regulations do not require all such projects to undergo design review, which has and would in the future result in the construction of homes which adversely alter and disrupt the existing visual landscape with inappropriate mass, bulk, and architectural elements. Frequently, such projects are also built without appropriate landscaping. Such inappropriate development adversely affects the semi-rural character of the city. The season for construction is about to commence, and many applications for such projects will be submitted. The need for adequate and comprehensive design review standards for all such projects is a matter of grave public concern which affects the public welfare and public health. For these urgent reasons, this ordinance shall therefore be adopted and become effective upon introduction under Government Code §36934 and 36937(b).

Design review under this Chapter 28 shall be required in addition to all other regulations relating to projects specified in this Chapter 28.

SECTION 2. Chapter 28, entitled "Design Review For All New Homes", shall be added to Title 7 of the Orinda Municipal Code to read as follows:

"Chapter 28

DESIGN REVIEW FOR ALL NEW HOMES

7-2801. **Purpose.** The purpose of design review under this Chapter 28 is to accommodate new construction while preserving and enhancing the visual character of the existing setting in order to maintain the semi-rural character of Orinda, maintain property values, and protect the health, safety and general welfare of Orinda citizens. The appearance of open spaces, buildings, and other structures has a material and substantial relationship to the public health, safety and general welfare. The General Plan defines Orinda as a semi-rural community characterized by a predominance of houses which are small in relation to their lots, heavy tree cover and other vegetation dominating most lots,

visible vacant land within and adjacent to residential areas. Furthermore, the General Plan requires maintenance of the dominance of wooded and open ridges and hillsides, preservation of oak woodlands and other native trees, and planting and reforestation of oaks and other native trees in hillside areas. Design review under this chapter, in addition to other existing regulations, is necessary to meet these General Plan requirements and general planning objectives.

7-802. **Design Review Required.** The design of a new single family residence shall be subject to review and approval of the Design Review Board at a noticed public hearing under section 7-2803 prior to issuance of building permits. The Design Review Board may modify the design and attach such conditions to its approval as the Board considers reasonably related to the intent of this Chapter 28 and other chapters of this Municipal Code.

7-2803. **Design Review Standards.** A residence subject to design review under section 7-2802 shall not be approved unless a noticed public hearing is held and findings of fact are made to support each of the following standards.

(a) The proposed development is designed and located on the site so that it blends into the existing streetscape, reflecting the dominant visual character of the natural and man-made context.

(b) The design elements are in scale with the size of the structure.

(c) The architectural elements of the residence such as massing, color and design characteristics are compatible with existing structures in the immediate neighborhood which meet the standards of this section 7-2803.

(d) Landscaping is provided which will dominate the site and screen the proposed structure as appropriate for the neighborhood context.

(e) The proposed development will not substantially impair the privacy and access to light and air of adjacent residences, balancing the sensitivity of the design to its impact on neighboring properties and the applicant's ability to develop the property in accordance with all applicable restrictions and with conditions resulting from design review.

7-2804. **Design Review Criteria.** In making findings for the standards set forth in section 7-2803, the decisionmaker shall consider the following criteria.

(a) Design elements which would be appropriate in spacious, secluded surroundings and which make grand or expansive architectural statements (such as high arches, masonry veneer columns and steep roof pitches), are not appropriate for smaller homes or homes with minimum or near-minimum setbacks.

(b) All elevations shall be modulated to avoid a blocky, overly massive appearance created by a continuous unbroken surface.

(c) Generally, design features should emphasize horizontal elements such as: the use of roof forms that de-emphasize the building's height and mass and provide visual relief, the recessing of the second story plane behind the first story below, and the use of low porches, arbors and breezeways that break up the perception of visual height from the street.

7-2805. Application. This Chapter 28 shall apply to all plans submitted on or after the date of adoption of the Ordinance No. 98-4.

SECTION 3. **Urgency in Taking Effect.**

This ordinance is an urgency ordinance. The facts constituting the urgency are referred to in Section 1. This ordinance takes effect immediately.

SECTION 4. **Publication.**

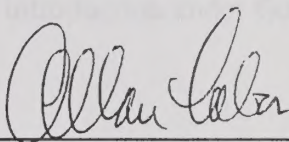
The City Clerk shall have this ordinance published once within 15 days after adoption in a newspaper of general circulation.

The foregoing ordinance was introduced, adopted and ordered published at a meeting of the City Council of the City of Orinda held on April 7, 1998 by the following vote of at least 4/5ths of Council:

AYES: COUNCILMEMBERS: Abrams, Hawkins, Wheatland, Tabor

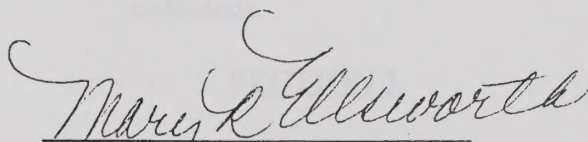
NOES: COUNCILMEMBERS: Littlehale

ABSENT: COUNCILMEMBERS: None



Allan Tabor, Mayor

ATTEST:



Mary R. Ellsworth, City Clerk

BEFORE THE CITY COUNCIL OF THE CITY OF ORINDA

In the Matter of:

An Urgency Ordinance	)	
Repealing an Exclusion from	)	Ordinance No. 98-6
Slope Density Calculations	)	
_____	)	

The City Council of the City of Orinda DOES ORDAIN as follows:

SECTION 1.

The Orinda General Plan requires that all land use actions be governed by the following policies, among others: "Maintain the semi-rural character of Orinda" and "Maintain the dominance of wooded and open ridges and hillsides." The City Council of the City of Orinda determines that there is an urgent need for permanent repeal of a section of current slope density regulations excluding a "topographical feature" from the calculations for determining lot size on slopes. The urgency arises because a temporary repeal of the regulation will expire June 18, 1998. The spectre of a subdivision application which attempts to use this regulation to thwart the intent of the slope density restrictions and the General Plan must be avoided. The provision should be repealed for other reasons, as well. The regulation provides for discretion without providing standards by which to measure the exercise of discretion. Its terms are unclear, imprecise and difficult to apply. Most importantly, the effect of the exclusion is to permit intensification of development on the slopes surrounding Orinda, which would be inconsistent with the City's General Plan and would adversely affect the beauty and serenity of the natural environment which visibly surrounds the city. The need for subdivision standards which preserve the dominance of wooded and open ridges and hillsides and the semi-rural character of Orinda is a matter of grave public concern which affects the public welfare and public health. For these urgent reasons, this ordinance shall therefore be adopted and become effective upon introduction under Government Code §36934 and 36937(b).

SECTION 2.

Section 814-2.610 of the Orinda Municipal Code is repealed as of the date of this ordinance.

SECTION 3.

This ordinance is an urgency ordinance. The facts constituting the urgency are referred to in Section 1. This ordinance takes effect immediately.

SECTION 4.

The City Clerk shall have this ordinance published once within 15 days after adoption in a newspaper of general circulation.

The foregoing ordinance was introduced, adopted and ordered published at a meeting of the City Council of the City of Orinda held on May 19, 1998 by the following vote of at least 4/5ths of Council.

AYES: COUNCILMEMBERS: Abrams, Hawkins, Littlehale, Wheatland,
Tabor

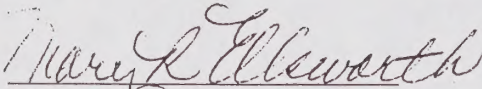
NOES: COUNCILMEMBERS: None

ABSENT: COUNCILMEMBERS: None



Allan Tabor, Mayor

ATTEST:


Mary R. Ellsworth, City Clerk

2.1.5 Gateway Valley: Guiding Policies

- A. The General Plan provides only a broad outline of Orinda's aspirations for the Gateway Valley. The use designations indicate the types of uses that are desired, but available information on site conditions allows only a range of density and intensity to be stated.
- B. Development shall occur only if it meets the following conditions:
 - 1. Development shall meet high quality standards and be consistent with the semi-rural and village character of Orinda.
 - 2. Development must not impose a fiscal burden on Orinda and should yield revenues exceeding public capital and service costs.
 - 3. Development shall be consistent with and significantly assist in the improvement of the Gateway Boulevard interchange, as appropriate.
- C. (1) The following uses are permitted in conjunction with a Planned Development application for the Gateway Valley:
 - A maximum of 225 detached single-family residential units, at a range of densities not to exceed 4 dwelling units per acre, generally located within the area identified as sub-areas "A" and "B" on the Land Use Plan, which is north of the boundary line of the ridge that has been referred to as the Zuckerman Saddle and which marks the approximate boundary of the northern 2/3 of the valley. Alternatively, multi-family residential units may be developed in the Planning Area, provided that such units qualify as "affordable", are the subject of a Planned Development and appropriate environmental review, and are located in sub-area "A" on the Land Use Plan north of the area that has been referred to as the Daly Saddle and which marks the approximate boundary of the northern 1/3 of the valley, and do not result in more than 225 residential units.

If, pursuant to the Development Agreement with Pacific New Wave, the playfields are relocated to the East Bay Municipal Utility District Lands, the City shall process an application to construct 20 additional residential units north of the existing

transmission lines on the site of the playfields, according to the provisions and standards of the Development Agreement, and as shown on the Land Use Plan contained in the Development Agreement.

In the event that substantially all the property in the Planning Area is not developed under a single Planned Development application, area may be developed for single family residential use at a density which shall not exceed one unit per five acres.

- An 18-hole golf course which may include supporting facilities such as a golf practice range, golf learning academy, golf turnpoint facility, and golf maintenance facilities.

- A golf clubhouse, which may include supporting facilities such as tennis courts, swimming pool, dining facilities and exercise rooms, located in the vicinity of the Daly Saddle.

- Convenience commercial uses, but only to the extent that such uses primarily serving the residents of the valley.

- Improvement of the former quarry site to meet safety and aesthetic objectives with cosmetic grading and planting.

(2) In addition, the following policies shall limit development:

- Development, including significant grading, is generally prohibited on the steeper slopes and ridges. Consistent with maintaining the semi-rural character of Orinda, grading is appropriate to allow development consistent with the goals and objectives of this Plan, and to stabilize existing geotechnical problems provided that grading results in a natural character which is consistent with the character of the undeveloped portions of the Gateway Valley and the surrounding hills.

- No structural improvements, other than structures ancillary to the recreational facilities, such as a small golf turnpoint facility, may be allowed in sub-area "C" on the Land Use Plan, south of the area referred to as the Zuckerman Saddle in the approximate southern 1/3 of the Gateway Valley.

(3) The East Bay Municipal Utility District Land may be the subject of a separate development plan if and when such property is not to be used for utility purposes. At such time, uses on this property shall be limited to recreation, open space, "affordable" multi-family housing or other uses as may be approved by the City, subject to approval of a plan for the site, and appropriate environmental review.

(4) To the extent appropriate or possible, the following uses are desirable and/or may be required in any plan for development of the Gateway Valley:

- Playfields, which may include such facilities as soccer fields, baseball diamonds, tot lots, restrooms and supportive parking areas.
- Parks, such as may be located in the vicinity of the terminus of Brookside Road, which may include such facilities as a tot lot, restrooms, picnic facilities and parking area.
- School, on a portion of the Playfields site in the Daly Saddle area for approximately 300 K-5 students if necessary to accommodate additional students from Gateway Valley.
- Passive open space uses in the upslope areas such as above Brookside Road or the Quarry site, which may include such facilities as trails, picnic and view sites.
- Trails which connect Orinda and EBRPD lands for pedestrian and equestrian use.
- Bicycle paths and landscaping along public roads.
- Emergency Vehicle Access (EVA) roads connecting to areas outside the Gateway Valley to the east and south, such as to Brookside Road and Edgewood Road, as well as EVA's as necessary to ensure safe emergency vehicular access between developed areas of Gateway Valley.

D. Because of the terrain and unstable soil conditions, development will be allowed only in a small part of the total land area.

2.2 OPEN SPACE, PARKS, SCHOOLS AND UTILITIES ELEMENT

OPEN SPACE AND PARKS

State planning law calls for policies for preserving and

managing four categories of open-space lands:

- (1) Open space for the preservation of natural resources;
- (2) Open space for the managed production of resources;
- (3) Open space for outdoor recreation;
- (4) Open space for public health and safety.

Orinda's inspiring open-space setting is created by rugged topography and the adjoining EBMUD watershed and EBRPD lands. General Plan policies are intended to preserve open space within the City by regulating the location and intensity of new development. Existing public open space for outdoor recreation is far short of meeting needs or standards. The Plan recommends development of additional parks to provide both playing fields and quiet park areas.

The City's greatest recreational need is to retain existing playing fields. The next highest priority is to acquire a park in South Orinda.

2.2.1 Open Space and Parks: Guiding Policies

- A. Support preservation of EBMUD watershed lands.
- B. Because of the unstable soil conditions, retain large parcels near the edges of the community as open space for parks, trails, the managed production of resources consisting primarily of livestock grazing, boarding, and equestrian-oriented residential development at Very Low-Density, and the public infrastructures required to support those uses.
- C. Retain steep or unstable slopes as open space.
- D. Retain creeks and wildlife access corridors as open space for preservation of natural resources, consistent with flood control.
- E. Retain existing private and public recreational open space, and acquire additional land for public park development to meet the needs of all sectors of Orinda and all age groups in the community. A minimum of five acres of land for each 1,000 city residents should be devoted to public park and recreational purposes but more may be needed.
- F. Use present school sites as recreation areas where feasible.

- G. Preserve a nature study area at Wagner Ranch School.
- H. The Orinda Community Center is an important recreational, educational and public facility for this community and before any major expansion or change in use is permitted at such facility, full public hearings for land use permits shall be held with the understanding that recreation and education are the primary uses.

2.2.2 Open Space and Parks: Implementing Policies

- A. Undertake a use-based analysis of park and recreational needs taking into account the proposed sites on Table 2-8 of Volume 2. Following completion of the analysis, the various uses should be correlated with existing and potential sites and prioritized.
- B. Pursue a program of parkland acquisition based on site cost, site availability, and potential use.
- C. Seek to acquire playing fields at Pine Grove and Wagner Ranch schools if either or both sites are declared surplus by the Orinda Union School District. Consideration will be given to the transfer of playfields to other acceptable sites.
- D. Set dedication and in-lieu fees required as a condition of tentative subdivision map approval by ordinance to enable acquisition of needed parkland.
- E. Develop ordinance that includes criteria to be applied in determining compliance with open-space policies as conditions of approval of new projects.
- F. Through the use of public and private funds, acquire and develop trails, paths, and bicycle facilities for safety and recreational purposes. Figure 3 shows the location of existing and proposed routes. The various facilities shown thereon are defined as follows:
 - 1) Path - a paved strip, designed for pedestrian use, and, if feasible, bicycle use. Preferably, paths should be separated from the traveled way of a roadway, but may be adjacent to the roadway if protected by a berm or other device from vehicular traffic.
 - 2) Trail - an unpaved strip, possibly with resilient surfacing, maintained in graded and clear condition, designed for pedestrian use. In undeveloped areas, trails may also be used for equestrian purposes and in

developed areas, for uses subject to limitations established by ordinance. Trails may also be accessible to emergency fire fighting apparatus.

- 3) Bicycle Lane - a lane on a roadway adjacent to the traveled way designated by pavement markings and signs for the principal use of bicycle traffic, with emergency parking of vehicles only.
 - 4) Bicycle Route - a route designated by appropriate signing (no pavement markings) for bicycle traffic.
 - 5) Trail Corridor - a general route for a trail, the location of which shall be determined by further study.
- G. Where paths are shown along various roadways, they should provide for bicycle use if feasible. Until full development of these paths is accomplished, bicycle lanes should be implemented. Until the designation of bicycle lanes becomes feasible, these routes may be designated as bicycle routes.
- H. Hacienda Homes trails should be developed where possible.
- I. All roads in the downtown area (see Figure 2) shall have paths (sidewalks) on one or both sides.
- J. A pedestrian-only path should be provided along the creek easterly of Camino Pablo that is separated from the "private street" proposed for that area where feasible.
- K. Encourage community groups and adjacent property owners to support, study and finance the construction of paths, walks or sidewalks along Miner Road, Lombardy Lane and Sleepy Hollow Lane from Camino Pablo to Sleepy Hollow School.
- L. Establish a priority list for developing trails, and pedestrian and bicycle paths as shown on Figure 3.

SCHOOLS

2.2.3 Schools: Guiding Policies

- A. Designate existing public school sites for school use.
- B. In the event of public school site disposition and change of use, require a General Plan amendment for each site.

It is a guiding policy to maintain continuing viability of our school system and a high quality school system for the community and, therefore, due consideration shall be given to reasonable uses for school sites which accomplish such policies. Since these sites are public properties, consideration shall be given to methods and means of retaining a public interest in these properties.

UTILITIES

Electrical power and water supply utilities are major land users and have significant visual effects on the Orinda Planning Area.

2.2.4 Utilities: Guiding Policies

- A. *Work with PG&E to prepare and implement a long-term program for reducing the impact of power transmission towers and distribution poles on Orinda's landscape.*
- B. *Seek cooperation of PG&E and EBMUD in managing landholdings to maximize community benefit and visual attractiveness, consistent with utility needs.*

2.3 CIRCULATION ELEMENT

All trips (except BART) through Orinda and most trips within Orinda use the Highway 24 freeway (120,000 average daily traffic [ADT] and Camino Pablo/Moraga Way (23,000 ADT). Half the traffic on Moraga Way and 85 percent of the traffic on Camino Pablo north of Highway 24 originates outside Orinda. Two intersections are severely congested now: Camino Pablo/Brookwood (a.m. and p.m.) and Moraga Way/Glorietta (p.m.).

Narrow roads serving residential neighborhoods contribute to semi-rural character. They do not provide adequate service for significant additional residential development.

Downtown parking is inadequate in the Crossroads and barely adequate in the Village. Difficult traffic circulation within and around both areas must be improved if downtown is to achieve its potential. Downtown circulation and parking policies are identified in Sections 2.1.3 and 2.1.4.

2.3.1 Circulation: Guiding Policies

- A. *Permit new development only when adequate transportation systems and parking are provided.*

- B. Design roadways to compliment semi-rural character following natural contours, and maintaining natural topography and vegetation close to road edges, where such can be done without compromising safety.
- C. Strive to retain the existing peak hour level of service (LOS) of "C" or better at those intersections where it now prevails and improve the LOS at all other intersections.
- D. Develop plans to efficiently manage the existing inventory of parking spaces in and adjacent to the business district.
- E. Expand pedestrian and bicycle paths to provide a safe alternative to auto use, particularly to provide safe paths near schools and in other locations where they are heavily used for circulation.
- F. Make traffic control decisions to benefit local and discourage through traffic.
- G. It is the goal of the City of Orinda to preserve and retain, in the most natural condition possible, scenic vehicular entryways, routes and corridors in the community.
- H. Establish routes for through traffic which minimize impacts on Orinda residents and downtown shopping areas.
- I. Sidewalks, street lights, curbs and gutters and parking areas, when constructed in the public right-of-way, are the adjacent property owner's responsibility for construction, maintenance and replacement.

2.3.2 Circulation: Implementing Policies

- A. Consider requiring transportation management system measures that may include carpooling, vanpooling, shuttle buses or staggered work hours to reduce traffic impacts where appropriate.
- B. Establish a transportation system improvement fee to be paid as a condition of approval of all development projects based on travel and parking demand generated by the project and its location.
- C. Discourage new intersections and driveways on arterial roads where access can be provided from another street or by combining driveways.
- D. Widen the eastbound Highway 24 off-ramp at Brookwood Road to four lanes.

- E. Improve Camino Pablo as a two-lane arterial between Bear Creek and Miner Road by realigning where necessary to enhance traffic flow and safety, signaling appropriate intersections, separating vehicular and pedestrian traffic, improving intersections with left turn lanes where feasible, and by coordinating a limitation on truck use based upon load size with the County.
- F. Reconnect El Toyonal Road as an additional access to serve the upper El Toyonal area. First priority, however, consistent with Land Use Policy (2.1.2(H)) is the connection of El Toyonal along a direct route to Camino Pablo. The cooperation of property owners and the commitment of funds by Contra Costa County for this connection should be actively pursued by the City. A traffic impact fee ordinance pertaining to all new development of property served by El Toyonal or its tributaries should be enacted by the City. Funds should be used for re-establishing vehicular access to the north end of El Toyonal Road. If no major subdivisions occur, then the funds should be directed to reconnecting, improving and maintaining El Toyonal Road.
- G. Voluntary dedication of private streets will be considered for acceptance by the City on a case-by-case basis when streets and drainage systems are improved to City standards and present no expense to the City upon dedication.
- H. Adopt standards for pavement width and other design features of roads in residential areas that are consistent with the semi-rural character of Orinda, utilizing progressively higher standards consistent with intensity of use and public safety. Street lighting should not normally be required except where necessary for safety purposes.
- I. Adopt standards for roadways in commercial, office and multi-family areas that are consistent with traffic and on-site parking demand, and generally include curb, gutter, sidewalks and street lighting.
- J. Adopt new private road standards which would be the same as those for new public roads.
- K. Develop on-site parking standards for single-family zoning districts which require 1) a minimum of 4 on-site parking spaces, and 2) a percentage of covered parking. Also consider standards providing for shared parking in the multi-tenant commercial developments.
- L. Develop traffic control measures to discourage freeway bypass traffic on Orinda roads.

- M. Do not make roadway improvements at the expense of established bicycle and pedestrian paths, except where in the interest of public safety.
- N. Support bus transit, vanpools and carpool service to reduce peak-hour traffic volumes.
- O. Although analysis of General Plan buildout traffic conditions indicates it is unlikely, the one-hour CO, NO_x and SO_x standards could be exceeded as a result of gridlock on City streets. The City shall assess the potential for this condition and institute appropriate traffic control and land-use control measures to avoid its occurrence.
- P. The following routes are designated Scenic Corridors on the General Plan:
 - 1. Moraga Way from its intersection with Camino Pablo south to the City limits;
 - 2. Camino Pablo from its intersection with Santa Maria Way north to the City limits;
 - 3. Highway 24, designated as a California Scenic Highway within Orinda City limits.
- Q. Special care shall be taken to provide a well-landscaped and open feeling along Scenic Corridors, especially at the entrance to the City, utilizing such techniques as generous landscaped setbacks and open-space acquisition, where appropriate.
- R. Any proposed development or subdivision along a Scenic Corridor or Scenic Highway shall be designed to blend with and permit the natural environment to be maintained as the dominant visual element. It shall not lessen the scenic value of existing visual elements.
- S. Where structures are permitted, they shall be designed to blend with and permit the natural environment to be maintained as the dominant visual element.
- T. Because Highway 24 is a freeway that bisects Orinda, it merits special consideration to maintain its integrity as a California Scenic Highway as it passes through Orinda.
- U. Further study should be given to the vehicular access route through Dalewood Drive and Sundown Terrace to Happy Valley Road. Two primary options should be considered, including:
 - 1) Maintenance of the existing Dalewood Drive and Sundown Terrace street alignments; and

- 2) Extension of Dalewood Drive to Sundown Terrace through Dalewood Park with a public street connection and a dead-end cul-de-sac at the end of Sundown Terrace near Happy Valley Road.

- V. Develop an ordinance for regulating heavy truck traffic and for designating truck routes with Camino Pablo given first priority for such regulation.

The Unified Housing Element of the Orinda General Plan incorporates changes which were adopted since the City's first Housing Element was adopted on May 20, 1967. In compliance with California state law, and reflecting the regional housing needs and requirements of the Association of Bay Area Governments (ABAG), a review and revision of housing information for Orinda has been prepared and included in this report. This report also outlines the state Department of Housing and Community Development to complete its review as required by state law (Government Code Section 55007). This document incorporates current figures on the projected residents within Orinda for the five-year period 1980-1985. Because 1980 U.S. Census data are not currently available, the figures containing 1970 Census data have not been changed.

General Plan decisions relating to housing were focused on methods of maintaining Orinda's semi-rural character while meeting the requirements of state law regarding provision of housing for all segments of the community. The major issues considered in assessing alternatives for development were compatibility with existing development, retention of open space, impact on traffic capacity, and potential for multi-family dwellings.

Because only 5 percent of all housing units in Orinda are multi-family units, the question of additional attached-unit construction (other than single-family homes with attached units) is a subject of considerable interest during the planning process. One site, behind the Santa Maria Church, is designated on the Plan for multi-family housing. The site, Pine Grove School and Gateway Valley, was identified as a site where multiple family development is appropriate, but would require a General Plan Amendment. An application for a Specific Plan for Gateway Valley has been submitted.

High land costs and high values, as well as significant geologic and topographic constraints on many sites, make

3. HOUSING ELEMENT⁽¹⁾

3.1 INTRODUCTION

3.1.1 Housing Issues

The Updated Housing Element of the Orinda General Plan incorporates changes which have occurred since the City's first Housing Element was adopted on May 20, 1987. In compliance with California state law, and reflecting the regional housing needs determinations of the Association of Bay Area Governments (ABAG), a review and revision of housing information for Orinda has been prepared and included in this report. This report also enables the state Department of Housing and Community Development to complete its review as required by state law (Government Code Section 65585). This document incorporates current figures on the projected regional share of housing needs that has been assigned to Orinda to be met in the five-year period 1990-1995. Because 1990 U.S. Census data are not currently available, the tables containing 1980 Census data have not been changed.

General Plan decisions relating to housing were focused on methods of retaining Orinda's semi-rural character while meeting the requirements of state law regarding providing housing for all segments of the community. The major issues considered in selecting alternatives for development sites were compatibility with existing development, retention of open space, impact on traffic capacity, and potential for multi-family dwellings.

Because only 6 percent of all housing units in Orinda are multi-family units, the question of additional attached-unit construction (other than single-family homes with yards on all sides) received considerable attention during the planning process. One site, behind the Santa Maria Church, is designated on the Plan for multi-family housing. Two others, Pine Grove School and Gateway Valley, are identified as areas where multiple family development is acceptable, but would require a General Plan Amendment. An application for a Specific Plan for Gateway Valley has been submitted.

High land costs and home values, as well as significant geologic and topographic constraints on many sites, make

(1) Updated June 25, 1991 (Resolution No. 26-91)

construction of affordable units particularly difficult in Orinda. Most available building sites are priced in excess of \$300,000. The high cost of land is a result of the high degree of natural beauty, the established prestige of the community as an area of very high-value homes, the relatively close access to regional employment centers, the convenience of the regional rapid transit system, the scarcity of available sites, and the high cost of overcoming the geotechnical limitations on construction. The soil conditions have been documented in the Technical Supplement to the General Plan, which includes the Environmental Impact Report. The City of Orinda consists of hills and valleys with narrow, winding roads. Most of the level, geologically stable sites for development have already been developed. The steep topography, soil instability and vulnerability of the remaining sites to seismic occurrences generally preclude high density development. These remaining residential sites will have high site preparation costs associated with them because of these factors.

Orinda is a suburban bedroom community with a limited sales tax base. Income comes primarily from property taxes and subventions from the State of California. These constraints on its resources will severely limit Orinda's ability to assist financially in the development of affordable housing.

Without subsidies, the multiple family units will likely be the least expensive units to be added in the Planning Area. However, if Orindawoods (a clustered subdivision including both attached and detached units) is used as a model, all units added would probably be affordable only to above-moderate-income households. To ensure that some lower-cost units are provided, the Plan incorporates additional opportunities and incentives for increasing the supply of multiple family housing affordable to households with incomes from 50 to 120 percent of median. Additional incentives are provided for developers of all types of units to include additional affordable units within their projects. Methods for adding affordable senior housing, small single-family homes, and second units are detailed in this Updated Housing Element.

3.1.2 State Requirements and Organization

Government Code Sections 65580 through 65589 set forth requirements relating to the preparation and content of Housing Elements. By law, the Housing Element must contain:

- 1) An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs;

- 2) A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing; and

- 3) A program that sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element.

The housing program must: identify adequate sites available for residential development for a variety of types of housing for all income levels; assist in the development of adequate housing to meet the needs of low- and moderate-income households; address governmental constraints to the maintenance, improvement, and development of housing; conserve and improve the condition of the existing affordable housing stock; and promote housing opportunities for all persons. The Table of Contents includes an index to state-required Housing Element components.

This Housing Element organizes the state-mandated material into four main sections. The inventory of housing resources is included in Section 3.2.3. Housing need, land inventory, and constraints to the production of housing, are addressed in Sections 3.3, 3.4 and 3.5, respectively, including analysis of data and statements of goals, programs and objectives. Section 3 includes a summary of housing goals and programs, and identifies responsible agencies and required City actions for the achievement of the housing program established in this Updated Housing Element.

3.1.3 Public Participation and Plan Consistency

The Housing Element Update was prepared pursuant to review comments received from the state Department of Housing and Community Development. It updates and modifies descriptions of programs and quantified objectives according to changes that have occurred since the original element was adopted in 1987.

The City made a major effort to achieve participation of all economic segments of the community in the development of the Housing Element Update. The Update was subject to a joint study session before the Planning Commission and

City Council, and subsequent hearings of the two bodies which were all open to the public. Notification of these meetings and hearings was provided in a local newspaper. Also, special notices were provided to residents of Orinda Senior Village, second unit owners, and the Santa Maria Church. A general notification process was also carried out for the state-mandated environmental review document, in which citizens and other public agencies had the opportunity to comment.

3.2 SETTING: POPULATION AND HOUSING CHARACTERISTICS

3.2.1 Population and Household Characteristics

In 1980 the boundary of what is now the City of Orinda included 16,825 persons and 6,001 housing units, according to U.S. Census figures. The City has increased its housing units to 6,468 and has grown to a population in January 1990 of 17,751, according to the state Department of Finance. This reflects a very slow annual growth rate (about one-half of one percent), compared to the majority of Bay Area cities. Development in accord with the General Plan Updated Housing Element will result in about 7,429 dwelling units and 18,127 residents at full buildout projected to occur by 2005, an 8 percent increase over the 1980 population. Population is projected to be 2.44 persons per household in 2005.¹

Since the final 1990 U.S. Census figures were not available at the time of the 1990 Housing Element update, earlier projections from other sources, i.e., State Department of Finance, were relied upon. In this regard, it is important to note that 1990 U.S. Census data indicate that the total population in Orinda as of April 1, 1991, is 16,642.

Orinda's population is relatively affluent and ethnically homogeneous compared to Contra Costa County and the wider Bay Region. As shown in **Table 3.1**, the median household income in 1980 in Orinda was over 170 percent of the county and almost double that of the nine-county Bay Region.² The Association of Bay Area Governments (ABAG) has estimated that the Orinda 1990 mean household income is \$91,300 in its Projections '90 report, while equivalent figures for Contra Costa County and the Bay Area are estimated at \$49,600 and \$46,200, respectively. This represents a widening of the gap between Orinda household incomes and the County and Bay Area incomes.

¹This and subsequent Housing Element footnotes may be found on page 67.

Orinda's population is 95 percent white, with the largest ethnic minority group being Asian, at about 3.4 percent of the total, as shown in Table 3.2. The population and household characteristics of Orinda are shown in Tables 3.3 and 3.4, respectively. Household size is relatively small, and the average age of residents is comparatively old, reflecting the fact many children born in Orinda have left the parental home. Turnover is low, and housing additions have been averaging about one percent per year since 1980.

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TABLE 3.1
MEDIAN HOUSEHOLD INCOME, 1970 & 1980

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	1970 _a	1980	Average Annual Increase
Orinda	\$21,473 _b	\$39,912	6.4%
Contra Costa County	\$10,992	\$22,875	7.6%
Bay Region	\$9,021	\$20,607	8.6%

_a. Median Income of "Families and Unrelated Individuals."

_b. Orinda Village only. Figures for South Orinda not available.

Source: U.S. Census, 1970 and 1980

TABLE 3.2
RACIAL DISTRIBUTION, 1980

Racial Group	Orinda		Contra Costa County		Bay Region	
	Number	Percent	Number	Percent	Number	Percent
White	15,988	95.0	534,628	81.5	3,895,810	75.2
Black	99	0.6	60,172	9.2	467,016	9.0
American Indian ^a	31	0.2	3,890	0.6	32,842	0.6
Asian ^b	574	3.4	29,534	4.5	431,082	8.3
Other ^c	133	0.8	28,156	4.3	353,034	6.8
Total	16,825	100.0	656,380	100.0	5,179,784	100.0

Persons of Spanish Origin ^d	323	1.9	55,820	8.5	632,542	12.2
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- ^a. Includes Eskimo and Aleut.
- ^b. Includes Japanese, Chinese, Filipino, Korean, Asian-Indian, and Vietnamese
- ^c. Includes Hawaiian, Guamanian, Samoan.
- ^d. Hispanics are counted as an ethnic, rather than a racial group, and included in the various racial groups and in the total.

Source: U.S. Census, 1980.

TABLE 3.3

CITY OF ORINDA -- POPULATION CHARACTERISTICS

	Total	Percent _a
Population, 1985 _b	16,984	
Population, 1980	16,825	
Households, 1980	5,871	
Persons in Group Quarters	40	
Age Characteristics, 1980		
Persons under 18	4,302	25.6
Persons 18 to 61	10,585	62.9
Persons 62 and older	1,938	11.5
Distribution of location of residence in 1975 persons older than 5 years		
Same house	10,517	62.5
Different house, same county	1,951	11.6
Different house, different county	2,417	14.4
Different state	887	5.3
Abroad	350	2.1
Total	16,122	95.8
a. May not equal 100 percent due to rounding. b. Derived from 1985 unit count assuming 2.77 persons per dwelling unit.		

Source: U.S. Census, 1980

TABLE 3.4
CITY OF ORINDA -- HOUSEHOLD CHARACTERISTICS, 1980

	Households	Percent
Total Households, 1980	5,871	100.0
1980 Households by Income		
Less than \$10,000	313	5.3
\$10,000 - 14,999	262	4.5
\$15,000 - 19,999	314	5.3
\$20,000 - 24,999	420	7.1
\$25,000 - 29,999	510	8.7
\$30,000 - 39,999	1,094	18.6
\$40,000 - 49,999	902	15.4
\$50,000 - 74,999	1,093	18.6
\$75,000 or more	901	15.3
Total Households Reporting Income	5,496	100.0
Median Household Income, 1980	\$39,912	
Households by Size, 1980		
1-person households	592	10.1
2-person households	2,291	39.0
3-person households	1,167	19.9
4-person households	1,232	21.0
5-person households	414	7.1
6 or more person households	175	3.0
Average Household Size, 1980	2.87	
Single-Parent Households, 1980		
Female-Headed Households	218	3.7
Male-Headed Households	36	6.6
Female-Headed Households Below Poverty Level ^a		
(with children), 1979	35	0.6

^a Families and unrelated individuals in the census were classified as being below or above the poverty level based on income in 1979 using an index which provides "poverty thresholds." These thresholds vary by size of family, number of children, and age of the family, householder or unrelated individuals. The threshold used for a four-person family, for example, was \$7,412.

Source: 1980 U.S. Census.

3.2.2 Jobs/Housing Balance

State of California Planning, Zoning, and Development Laws, 1990 edition (Gov. Code Sec. 65913.1) requires that jurisdictions "designate and zone sufficient vacant land for residential use with appropriate standards, in relation to zoning for nonresidential use, and in relation to growth projections of the General Plan to meet housing needs as identified in the General Plan." The relationship between land designated for non-residential and residential uses is usually measured by a ratio relating the number of local jobs to the number of households in a jurisdiction.

According to ABAG's Projections '90, there are currently 3,420 jobs located in Orinda, and an estimated 16,900 persons in 6,320 households.³ This report also estimates that in 1980 there were 3,184 jobs in the area now within the city limits, and that the population totalled 16,223 persons in 5,798 households at that time. For purposes of comparison, the U.S. Census reported a population figure of 16,825 in the unincorporated area defined as the Orinda "census designated place."

Orinda has traditionally been a residential community, with many more out-commuters than in-commuters and residents working in the city. Using the Projections '90 data, the ratio of jobs in the city to households in the city (jobs/housing ratio) is calculated at 0.54:1.0. The estimated jobs/housing ratio in 1980 was 0.55:1.0. Buildout under the General Plan would result in very little change in the jobs/housing ratio, and in maintenance of the prevailing residential character of development in the city.

As shown in **Table 3.5**, the 1980 Census reported 8,448 Orinda residents in the civilian labor force. The Projections '90 report estimates that there are currently 9,500 employed residents in Orinda, and that an average of about 1.5 persons per household are employed. Over 50 percent of employed residents are executives or professionals, as shown in **Table 3.6**.

Orinda's semi-rural environment, proximity to employment centers, and access to BART and freeways make it an attractive residential location for individuals working elsewhere. Some suburban cities in Alameda and Contra Costa Counties that have traditionally been bedroom communities have experienced substantial development in the 1980s, but such development is limited in Orinda by the provisions of the General Plan, and it is anticipated that Orinda will continue to have a net out-commute.

TABLE 3.5**PLACE OF WORK: ORINDA WORKERS AGE 16 AND OLDER, 1980**

	Number	Percent
Work in Orinda	1,018	12
Work in Contra Costa County	2,871	34
Work in San Francisco-Oakland SMSA	7,236	85
Work in California	7,395	87
Not Reported	1,005	12
Total	8,494	100

- a. Standard Metropolitan Statistical Area.
Consists of the following five counties:
San Francisco, Alameda, Marin, Contra Costa
and San Mateo.

Source: U.S. Census, 1980

TABLE 3.6**WORKERS AGE 16 AND OLDER BY OCCUPATION, ORINDA, 1980**

	Number	Percent
Executive, Administrative, Managerial	2,121	25
Professional Specialty	2,475	29
Technicians and Related Support	425	5
Sales	1,132	13
Administrative Support	1,004	12
Services (Including Personal, Protective, Repair, Crafts)	859	10
Machine Operators, Assemblers, Inspectors	48	1
Handlers, Helpers and Laborers	82	1
Transportation and Material Moving	84	1
Private Household	100	1
Farming, Fishing, Mining	118	1
Total	8,448	100

Source: U.S. Census, 1980

3.2.3 Existing Housing Stock

The majority of housing units in Orinda are single-family, owner-occupied homes, as shown in **Table 3.7**. More than 60 percent of the units were built between 1950 and 1969. More than 84 percent of the units as shown in **Table 3.8**, have three or more bedrooms.

As of January 1990, Orinda had 6,468 dwelling units, about 95 percent of which are single-family homes on lots that are typically one-half acre. Two apartment buildings (now condominiums) contain 63 units; there are 150 Senior Village units; and Orindawoods, a clustered development, has 258 units. Fifty-two units are built as multiple family type construction of three or more townhouses per structure, while 50 are built as attached units. The remaining 156 units are detached single family units.

Housing units which are in need of rehabilitation or replacement in Orinda are nearly nonexistent. However, a small number of former "summer cottages" still exist which were constructed in the 1920s, 1930s, and 1940s. Some of these do not currently meet building code standards but are typically not in need of rehabilitation or replacement due to the manner in which they have been maintained over the years.

Housing maintenance standards in Orinda are typically very high and affordable units very few, so rehabilitation dollars would not be as effectively used as dollars spent on other proposed housing programs.

The 1980 Census reported an owner-occupied median house value of \$178,100, compared to Contra Costa County at \$94,600. According to a number of Orinda-area real estate sources, a very few single-family homes in Orinda in mid-1990 are available for between \$350,000 and \$450,000, with some homes on smaller lots or with smaller floor area at around \$300,000. Homes at much higher prices, over \$500,000 and \$1 million, are on the market in substantial numbers, and are more typical of market conditions in Orinda. As shown in **Table 3.9**, there are very few lots available for development in approved residential subdivisions.

Condominium homes (two bedrooms, one bath) on Brookwood Road, probably the least expensive market-rate units in Orinda, are available for around \$200,000. Townhouse prices in Orindawoods, with substantial open-space amenities and a mixture of single-family detached homes

("patio homes" or zero-lot line) and townhomes are listed at a minimum of \$340,000.

TABLE 3.7
HOUSING UNITS BY TENANCY AND YEAR OF CONSTRUCTION, 1980

	Units Built	Percent mf Existing Units	Owner- occupied	Renter- occupied
1979 to March 1980	142	2.4	100	5
1975-1978	364	6.1	348	16
1970 to 1974	299	5.0	292	0
1960-1969	1,213	20.2	1,101	97
1950 to 1959	2,433	40.5	2,220	168
1940-1949	1,046	17.4	918	116
1939 or earlier	504	8.4	438	52
Total ^a	6,001	100.0	5,417	454

^a. Tenancy information applies only to occupied units. Vacancy rate was about 2 percent in 1980.

Source: 1980 U.S. Census

TABLE 3.8
HOUSING UNITS BY NUMBER
OF BEDROOMS AND OCCUPANCY STATUS, 1980

	Total	Total Occupied	Renter-Occupied
None		--	--
One	104	104	63
Two	810	792	115
Three	2,827	2,761	222
Four	1,742	1,713	42
Five or More	518	501	12
Total	6,001	5,871	454

Source: 1980 U.S. Census

TABLE 3.9
REMAINING UNDEVELOPED LOTS IN RESIDENTIAL
SUBDIVISIONS WITHOUT APPROVED BUILDING PERMITS:
CITY OF ORINDA, SEPTEMBER 1990

Site	Number of Lots
Orinda Highlands	10
Orinda Downs	20
Other Undeveloped Lots	110
Total	140

Source: City of Orinda

Note: Figures represent preliminary plan approvals granted by Contra Costa County prior to the incorporation of the City of Orinda. Approximately 80 of the "Other Undeveloped Lots" are estimated to be under 8,000 square feet.

The rental share of the housing stock is small compared to other cities in the county (less than 8 percent of all units in the housing stock are rented), and consists of single-family homes and a small number of condominium units. Median monthly gross rent was \$501 in 1980, compared to \$294 for Contra Costa County. Although no precise figures are available, typical rents at the present time for condominium homes on Brookwood Road are between \$850 and \$950, while a three-bedroom single-family home would rent at above \$1,750.

Between 1975 and 1987, an average of about 100 units a year were added to Orinda's housing supply. The 1990 Updated Housing Element policies envision an additional 608 units in new subdivisions. Approximately 200 units were added between 1987 and 1990, reflecting a somewhat decreasing rate of growth due primarily to lack of available building sites.

3.2.4 Subsidized Housing in Orinda and Contra Costa County

There are 1,140 units of Contra Costa County Housing Authority public housing in the county. Because of the very high land prices in Orinda, limited sites available, and the expense of installing public facilities such as water, sewer and roadways, it is very difficult for public housing agencies and non-profit housing developers to acquire property for the development of subsidized housing, and partly as a result there are no Housing Authority units in Orinda. These agencies and developers have found their resources to be best utilized in areas with lower land and infrastructure costs.

In addition to managing public housing, the County Housing Authority administers the federal Section 8 certificate program that provides housing assistance for low- and very low-income households by making direct payments of a portion of the certificate holder's rent. There is a waiting list of 3,061 households, and the Contra Costa Housing Authority has awarded 3,761 certificates as of September 1990. The number of certificates is expected to increase at a slow pace, and turnover results in some households on the waiting list receiving certificates. Once a household has a certificate, it must find a unit renting for specified "Fair Market Rents" (specified by the Contra Costa County Housing Authority) and an owner willing to enter into a contract with the Housing Authority.

The Fair Market Rents in 1990 in Orinda were: one-bedroom unit, \$688; two-bedroom unit, \$810; and three-bedroom unit, \$1,012. (These are rents exclusive of utility costs.) Because Orinda is deemed a high-cost area, the Fair Market Rents are 10 percent above the base rent for the county.

The maximum household incomes for households qualifying for the Section 8 program in Contra Costa County are shown below.

<u>Persons in Household</u>	<u>Maximum Income</u>
1	\$24,700
2	28,250
3	31,750
4	35,300
5	37,500

Source: Department of Housing and Urban Development

Subsidized rental housing is currently provided with the use of HUD 202 funds in the Senior Village for persons 62 years or older and disabled persons. The financing of Senior Village is firmly established for twenty years, and its bylaws, including the condition upon which the land was provided, require that it continue to provide low and very-low income housing for seniors and disabled persons.

Some market-rate rentals are available in the condominiums on Brookwood Road, and in single-family homes. Rent levels are generally too high to qualify for Fair Market Rents. The potential for adding affordable units through such projects is very limited, because of the substantially higher land cost characteristics of Orinda.

The HUD program used to finance the Senior Village is still in operation, so the potential exists for additional affordable senior units. Below-market-rate units also have been created in Contra Costa County through the County's Home Mortgage Revenue Bond and Multifamily Bond programs which finance development of owner-occupied and rental units for families, the elderly, and the disabled. Orinda participates in these programs through annual resolutions of participation adopted by the City Council. These programs provide below-market-rate financing for first-time home buyers, and for construction of rental units. The rental program requires that at least 20 percent of units be affordable by low- to moderate-income households. The purchase program includes maximum household income limits: the applicants' income must be 120 percent or less of median income. Tax-exempt bond interest rates have made these programs attractive to developers.

While local housing authorities currently build relatively little affordable housing themselves, nonprofit housing advocacy and development organizations are actively using programs such as the County tax-exempt bond program. Of the 240 multi-family units which have been built using these bonds, 40 are maintained as affordable units. In the Lamorinda area of the county, 95 units (19 affordable) for the elderly have been built with these funds. No projects are currently under construction or proposed using the program.

3.3 HOUSING NEEDS

3.3.1 Association of Bay Area Governments (ABAG) Housing Needs Determinations

The assessment of need in the Housing Element must consider the City's role in meeting regional housing demand, especially demand for housing affordable by low- and moderate-income households.

Orinda's regional fair-share allocation is specified in data presented in Housing Needs Determinations -- San Francisco Bay Region, January 1989, prepared by the Association of Bay Area Governments (ABAG). Needs determinations were prepared for the nine Bay Area counties, their incorporated cities, and for the total unincorporated area in each county.

Projected Need is the total number of units needed to accommodate anticipated growth in the city and provide for a desirable vacancy rate. As stated in the Housing Needs Determination, the projected need figure is the number of additional units that should be built in the city from 1988 to 1995. Household projections are described as reflecting the distribution of employment opportunities, availability of suitable sites, and commuting patterns. ABAG's determination of Orinda's 1988 to 1990 projected need is 105 additional housing units, which was nearly met by the 99 units built in the two-year period from January 1, 1988, to December 31, 1989 (Reference: Department of Finance E-5 report). The 1995 ABAG objective is for 164 additional units beyond the 105 units to be built by 1990, or an average of about 33 units per year.

Projected Need by Income Category expresses a redistribution of households throughout the region by income category. The objective of the redistribution is to "avoid further impaction of localities with relatively high proportions of lower-income households" (Gov. Code Sec. 65584). To generate the figures, ABAG averaged existing city percentages in each income category with the existing county and regional percentages. The housing need in each income category is obtained from an average of existing percentages of each category in Orinda, Contra Costa County and the nine-county bay area. For example, the percentage of very low-income households at each geographical scale (city-county-region) is averaged to identify the percentage need for very low-income housing units out of the total need identified.

Because the State of California has declared that local governments have a responsibility to facilitate the

improvement and development of housing for all economic segments of the community, the analysis of existing and projected housing needs is defined in four categories: very low income (0 to 50 percent of median income); low income (50 to 80 percent); moderate income (80 to 120 percent); and above moderate income (above 120 percent).

In Orinda, those income categories translate into the following incomes for a family of four, based on incomes in Contra Costa County, 1990, as defined by the U.S. Dept. of Housing and Urban Development and based on a median income of \$44,100:

Very Low Income	less than \$22,500
Lower Income	\$22,501 to \$35,300
Moderate Income	\$35,301 to \$52,900
Above Moderate	above \$52,900

House prices and rents affordable by households in these income categories are shown in **Table 3.10**. The "purchase prices" are based on a 30-year, fixed-rate mortgage at 10.0 percent, one-third of income going to housing costs, and a 20 percent down payment. The "rent" figure assumes 30 percent of income is available for housing. Based on the calculations shown in **Table 3.10**, the maximum unsubsidized purchase price affordable to a moderate-income household is \$188,200.

TABLE 3.10
HOUSING AFFORDABILITY BY INCOME GROUP, 1990
ALAMEDA/CONTRA COSTA COUNTY
FOUR-PERSON HOUSEHOLDS

Income Category	Purchase Price at 10% Interest Rate	Monthly Rent
Very Low (\$22,500 or less)	Less than \$80,000	Less than \$560
Low (\$22,501-\$35,300)	\$80,000- \$125,600	\$560- \$880
Moderate (\$35,301-\$52,900)	\$125,600- \$188,200	\$880- \$1,320
Above Moderate (More than \$52,900)	More than \$188,200	More than \$1,320

3.3.2 Projected Housing Needs and Housing Needs Met, 1988 to 1990

For the period from 1988 to 1995, ABAG has projected a need in Orinda for a total of 269 housing units, consisting of 43 very low-, 32 low-, 46 moderate-, and 148 above-moderate-income units. Housing units affordable to very low-, low-, moderate-, and above moderate-income households built since 1988 can be subtracted from the 1988 to 1995 Needs Determinations. The remaining units are termed the Adjusted Projected Need (new construction) for the five-year period, 1990 to 1995. The figures are presented in **Table 3.11**, and are shown in terms of the components of need defined by ABAG in January 1989.

Looking back at the comparable figures included in the 1987 Orinda Housing Element, the prior (1983) ABAG projections for housing needs between 1980 and 1990 indicated a need for 61 very low-income and 42 low-income housing units, 58 units in the moderate-income category and 159 units for the above-moderate income category.

Between 1980 and the end of 1985, Contra Costa County estimated that 370 units were added to Orinda. Of these, 150 were in the Senior Village, where occupancy is limited to singles and couples who are over 62 years of age or are disabled, with very low household incomes (125 units) and low incomes (25 units). These units made a significant contribution to meeting the low-income housing need. However, ABAG does not recognize previous production of low income units in determining current housing needs.

Nine additional very low income housing units were added between 1987 and 1990 in the form of second units on lots developed with existing single-family homes. It is expected that in the 1990-95 period an estimated 25 to 35 additional second units will be built. A survey conducted by the City of Orinda revealed that the units recently built are occupied by persons with limited incomes, including three caretakers, four retired relatives, and one student who provides maintenance services in exchange for rent. The income levels of these residents are confidential and cannot be revealed in deference to their rights to privacy. Specific rental levels have not been established, and most units are provided rent-free. However, since second unit residents are typically either on a fixed retirement income, employed part time, or employed in relatively low-paying domestic service jobs, second units in Orinda have been designated as very low income housing.

TABLE 3.11
EXISTING, PROJECTED AND ADJUSTED HOUSING NEEDS: 1988-1995
City of Orinda, California

Income Category & 1990 Income Ranges ^a		Existing Need 1988 ^b	Estimated Need 1988-1990 ^c	Projected Need 1990-1995	Total Projected Need 1988-1995	Housing Built 1988-1990 ^d	Adjusted Projected Need 1990-1995 ^e
Very Low:	Less than \$22,500	7	17	26	43	9 ^f	34
Low:	\$22,501-35,300	5	12	20	32	---	32
Moderate:	\$35,301-52,900	8	18	28	46	---	46
Above Moderate:	Above \$52,900	25	58	90	48	117	31
TOTAL		45	105	164	269	126	143

Source: Housing Needs Determinations, San Francisco Bay Area, ABAG, January 1989
 Figures above total line in columns 1,2,3 are prorated from totals.

- Notes: ^a Income ranges defined by U.S. Dept. of Housing & Urban Development (HUD), February 1990, for 4-person families. Median income for area (Contra Costa County) is \$44,100.
- ^b Base figures for needs determinations.
- ^c Includes 1988 Existing Need figures.
- ^d July 1, 1988, through July 31, 1990.
- ^e August 1, 1990, through December 31, 1995.
- ^f Second units.

Orinda's housing stock, which increased by about 13 percent during the 1980s, is expected to expand at a decreasing rate during the 1990s, as indicated in the following figures:

Units, 1980	6,001
Units built 1980-12/31/86	324
Units built 1987-12/31/89	143
Units approved and unbuilt prior to 1990	30
Units approved in 1990, 7/31/90*	35
Total Units	6,533
Anticipated additional units, 1990-1995	300

* Includes approved units not yet built or completed.

3.3.3 Existing Housing Need

State law requires that the Housing Element include an identification and analysis of existing and projected housing needs (Gov. Code Sec. 65583). Indicators of need include level of payment compared to ability to pay, analysis of special housing needs, vacancy rates and overcrowding of units.

Table 3.12 shows that 421 Orinda households (119 renting households, and 302 owners) earning less than \$20,000 in 1979 paid 25 percent or more of their income to housing costs. Households paying more than 35 percent of household income to housing costs numbered 322. Between 25 and 30 percent of income-to-housing costs is generally considered to be the maximum a lower- and moderate-income household should pay.

3.3.4 Needs of Special Groups

The special housing needs of groups such as the elderly, handicapped, large families, farmworkers, families with female heads of household, and families and persons in need of emergency shelter is addressed below.

Housing for the Elderly. The 1980 Census reported 1,968 Orinda residents age 62 or older. This represented 12 percent of the total population, about the same as the nine-county Bay Area total of 12.6 percent. However, because the median age of Orinda residents is comparatively high, and 31 percent of residents were aged 45 to 64 as compared to 21 percent in Contra Costa County and 20 percent in the Bay Area, it is reasonable to expect that the elderly will represent an increasingly large share of the city's population.

Housing for the elderly should respond to this group's need for relatively easy access to downtown shops and services, and medical care, and to limitations on income and mobility. Typically, elderly individuals desire a small, secure, low-maintenance home.

TABLE 3.12

ORINDA HOUSING PAYMENTS COMPARED TO ABILITY TO PAY, 1979

	Household Income			
	Less than \$20,000 ^a	More than \$20,000	House- holds	Percent of Households
Percentage of Income Paid as Gross Rent for Renter-Occupied Units				
Less than 25%	27	220	247	58
25 - 35%	22	50	72	17
Over 35%	97	7	104	25
Total Renter-Occupied Units	146	277	423	100
Percentage of Income Paid as Homeowner Cost for Owner-Occupied Units				
Less than 25%	310	3,482	3,792	77
25 - 35%	77	544	621	13
Over 35%	225	291	516	10
Total Homeowner Units	612	4,317	4,929	100
Total Occupied Units				
Less than 25%	337	3,702	4,039	75
25 - 35%	99	594	693	13
Over 35%	322	298	620	12
Total-Occupied Units	758	4,594	5,352 ^b	100

a. A household income of \$20,000 in 1979 represented approximately 82 percent of the county median household income, or the low end of "moderate income."

b. Households reporting income and housing costs only.

Source: U.S. Census, 1980

Housing for the Handicapped. The U.S. Census in 1980 identified 145 persons in the area which is currently incorporated in the City of Orinda, aged 16 to 64 with a public transportation disability, and another 140 persons 65 or older with the same type of disability. The number of all handicapped persons in Orinda in 1990 is not known at this time, although an estimate can be extrapolated if it is assumed they constituted the same percentage of the total population as was exhibited in 1980 (about 1.7 percent). Based on the current estimate of the total population in Orinda (17,751), an estimated 302 handicapped persons may reside in Orinda at the present time, about one-half of whom are also 65 or older.

The needs of handicapped persons are not unlike those of the elderly in terms of their need for accessibility to services, and for homes that are small and require little maintenance. The Orinda Senior Village contains 15 units incorporating such features.

Persons and Families in Need of Emergency Shelter. There are no U.S. Census figures indicating that any Orinda residents have been homeless on a long-term basis. The Orinda Police Department has indicated that it has no knowledge of any regular pattern of homelessness in the city. Shelter Inc. in Walnut Creek, a non-profit advocacy group which directs homeless individuals and families in Contra Costa County to appropriate agencies for their short-term needs, has no recent record of persons requesting their services who have claimed residency in Orinda. Inquiries of local churches on requests for emergency shelter have indicated that the need in the community for transitional housing or shelters is extremely low, at the rate of one or two per year. Infrequent requests for assistance from churches have chiefly consisted of persons passing through Orinda seeking small handouts. Some churches, such as St. Stephens (Episcopal), maintain information which enables them to refer individuals to appropriate public or private agencies elsewhere in Contra Costa County.

Because of their high average income, Orinda residents typically have many more options for recovery after the loss of a home due to a natural disaster or financial difficulties. The small number of residents that may be displaced at a given time, (other than might occur in the event of a major natural disaster), would not be sufficient to justify the development of a shelter specifically for that purpose. Due to the demonstrated lack of direct demand, coupled with the high cost of land in Orinda, it is not practical to seek the development of

facilities in Orinda for persons or families in need of emergency shelter.

Female-Headed Households. There were 352 female-headed households in Orinda in 1980: 6 percent of total households, compared with almost 10 percent reported for the nine-county Bay Area. Of these, 218 households had children under 18, and 35 of these households had incomes below the poverty level.

Because of the relatively higher incidence of poverty among this group compared to other households, this group is considered to have special housing needs. Female-headed households with children require housing suitable for child-rearing, and access to child care and schools. There are few such affordable units available in Orinda.

Large Families. The 1980 Census reported that there were 589 households with five or more persons, or approximately 10 percent of all households in Orinda. This was about equal to the county and the Bay Area where 11 percent of the households had five or more persons.

Although there has been and is a good housing choice for large families with above-moderate income in Orinda, low- and moderate-income large families are faced with particular difficulties in finding adequate housing. Some of the single-family or condominium rentals may meet the needs of this group. However, there are no alternative housing opportunities existing in apartments for this group in Orinda.

Small Households. Almost half of all households in Orinda in 1980 were composed of one or two persons. A further 20 percent of all households had three persons. Only 15 percent of housing units in Orinda have one or two bedrooms.⁴ Where households stay in larger units by choice, this shortage of smaller units presents no problem. However, smaller households with moderate or low incomes may prefer to live in smaller units which are presently unavailable in Orinda.

Farmworkers. Contact with local service agencies indicates that the number of farmworkers in Orinda has been and is virtually zero.

Vacancy Rates. The 1980 Census showed 42 for-sale units, and 21 for-rent units vacant. This represented a vacancy rate of about 1 percent, below the Contra Costa County vacancy rate of 2.8 percent and the Bay Area rate of 2.5 percent, and well below the desirable vacancy rate of 6 percent for rentals and 2 percent for for-sale units

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